SURVEY

MIDMONTHLY

FEBRUARY 1945

WHERE ALL THE MONEY IS GOING
Cornelia Dunphy

THE MAN WHO WILL COME HOME
David Danzig

A TOWN THAT'S FUN TO LIVE IN
Sherwood Gates

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VOL. LXXXI, NO. 2

SURVEY MIDMONTHLY

FEBRUARY 1945

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JOURNAL OF SOCIAL WORK

FACE LIFTED

Plenty of argument and anguish have gone into the changes in this month's format of *Survey Midmonthly*. Debate from our staff conferences resounded throughout the whole top floor of 112 East 19 Street; cries of pain came from our printer—harassed with wartime problems; copious tears were shed by our able advisory committee of experts, many of whose best ideas had to be put aside because of current paper and print restrictions. But we hope our readers will feel as indebted as we do to Ruth Lerrigo, former editor of *Community;* Priscilla Crane of A. S. Barnes & Co.; Beatrice Tolleris, editor of *Channels;* and Horace Hughes, public information director of the Maternity Center Association—for the outcome of their struggles with our problems of layout and presentation.

TALK'S OVER

No social work conferences this spring! Acting on the request of the Office of War Mobilization and Reconversion, the National Conference executive committee on January 15 canceled its May conference scheduled for Milwaukee. Other national agencies are taking similar action. While there may be exceptions in special cases, social work, as was to be expected, is responding fully to the national emergency (see page 50). All the more reason, according to circulation manager Mollie Condon, for reading the pages of *Survey Midmonthly* and *Survey Graphic.*

ALL SET

With formal authority from the New York State Superintendent of Insurance, the new National Health and Welfare Retirement Association is off to a good start. Milton H. Glover has been elected president, and Gerard Swope chairman of the board. Twenty-five local community chests have already set aside funds sufficient to cover 1945 employer payments of their member agencies. This practically assures the 5,000 employe beneficiaries set as an initial minimum operating requirement.

STATISTICIANS BEWARE!

Debts, new teeth, a sewing machine, better clothes, a telephone, doctors' care instead of free clinic service, are some of the things the clients of the Community Service Society in New York City are spending their wartime wages for, says Cornelia Dunphy in "Where All That Money Goes" (page 35). Her thesis—gigantic figures of national income can be misleading if not translated into the homely facts of family life and struggle. (Also see page 62.)

ONE FOR ALL

David Danzig is a groupworker by training and experience. Not surprising, therefore, is his discerning interpretation of the strength which comes to men in service from the group values of loyalty, humility, self-sacrifice, courage, responsibility. (See "The Man Who Will Come Home," page 38.)

BY ANY OTHER NAME

Prison librarians probably don't think of themselves as caseworkers. But when Carl Dahl talks about "a satisfactory institutional adjustment" and describes how he broke down prisoners' suspicions of things literary, he comes close to taking a leaf right out of the casework book. (Page 41.)

FAMILY CONSERVATION

Concern over the fact that visiting nurses from various specialized agencies frequently crossed each other's tracks in the same block and sometimes in the same family is an old story in the health field. That still happens in some communities, but "generalized" nursing and agency consolidation during the past decade have been steadily eliminating such duplication. How public welfare is now following suit is told by Elizabeth M. Smith in "Integration in Rhode Island" on page 44.

"IF"

Average per capita income throughout the United States more than doubled between 1938 and 1943. Given an astronomical war debt, if national income is stabilized at between $120 and $150 billion after the war, what is the outlook for taxation?—for public welfare and social insurance?—for private agencies? Ewan Clague offers some answers in "Financing Postwar Welfare," page 46.

COMING UP

Forty-four state legislatures are scheduled for regular sessions this year.

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In February Survey Graphic

Bridges to the Future
by James T. Shotwell

Health—Today and Tomorrow
by Michael M. Davis

Joe Doakes, Patriot
by Miriam Allen deFord

On the Calendar of Our Consciences
by Justine and Shad Polier

Roads to Alcoholism
by Abraham Myerson, M.D.

"An Ordinary American"
by Kathryn Close

Air Age Transportation
by William Fielding Ogburn

Postwar Taxes and Full Employment
by Mabel Newcomer

Clean Sweep in Puerto Rico
by Marjorie R. Clark

Several state conferences of social work have agreed to help keep *Survey Midmonthly* posted on important measures (see page 53).

CHILDREN

Next conference of the International Labor Office will prepare an international children's charter, page 57. . . . In the opinion of the U. S. Children's Bureau, group care is not satisfactory for children under two years of age, page 62. . . . A countrywide study of maternal and infant health needs is taking shape, page 54. . . . Nine national agencies met in New York last month to forecast the "future of the American family," page 61.

BOWS TO TALENT

Confidentially speaking, editorial evidence suggests that a good social worker and a good poet are seldom combined in the same person. So we're doubly indebted to Louis Towley for his discovery of Mary W. Housman, who sandwiches study at the George Washington University School of Social Work with her job at the St. Louis Social Security Commission. (See page 43.)

Marguerite Drewry, whose spot sketches enliven some of the staid subject matter of this issue, began to be an artist at the age of three. One block of eighteen months spent in drawing shoes, she says, gave her an "itching foot" for a European trip—also, enough money to take it. A member of the Board of Control of the Art Students' League of New York, among her clients have been Norman Bel Geddes and the *Woman's Home Companion*. Every Thursday night Mrs. Drewry assumes the role of a volunteer at the Brooklyn Naval Hospital, making USO sponsored portrait sketches —to the delight of the patients.

HOPES DASHED

"Community organization" apparently will face postwar problems without benefit of state guidance. Hopes that state war fund machinery might be continued to give leadership to large numbers of new chests in small cities and rural counties were rather dashed at a recent National War Fund conference. Few state leaders felt that the present organizations would be maintained for peacetime purposes (see page 51).

MEASURING INTANGIBLES

More precise knowledge of how to make a "good citizen" may come from a new research project in Detroit. Pupils in a group of public schools will be studied to determine the effect of citizenship education courses on their future activity. Follow-up reinventories will be made at the end of five- and ten-year periods to see what's happened. Page 58.

TWENTY-ONE HUNDRED STRONG

Survey Associates, the non-profit corporation which publishes *Survey Midmonthly* and *Survey Graphic,* began the new year with the largest number of contributing members in its thirty-two-year history. Twenty-one hundred strong —the good will of these associates, as well as their money, constitute the mainspring of our two-pronged educational effort. A large part of the credit for this year's record goes to the many friends who have worked loyally on *Survey Midmonthly's* special membership campaign.

CHATTER

"Social Work and the Joneses," November Public Affairs Committee publication, is well into its second edition. . . . Mrs. Eugene Meyer, author of "Journey Through Chaos," is heading a section of The Woman's Foundation on reorganization of community services. . . . "The Joads in New York," recent New York Consumers League publication (see page 59), was written by Kathryn Close of *The Survey* staff. An advance digest of the league's study appeared in the January *Survey Graphic*. . . . The twentieth annual celebration of Negro History Week begins February 11. . . . Important UNRRA posts for Poland and China were still unfilled as this issue went to press. . . . The AASW is out for more groupwork members. . . . Undercover talk about a federal welfare department is spreading. . . . Reorganization of the National Social Work Council is being seriously considered.

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Where All That Money Goes

CORNELIA DUNPHY, home economics consultant, Community Service Society, New York, shows some of the gaps in wartime wages.

EVERY attempt to plan for the postwar needs of people inevitably runs up against two unknown quantities. "X" is the amount of unemployment with which we shall be faced—whether employment will fall off markedly or be maintained to full industrial capacity. "Y" is the spread and depth of the cushion against transitional adversity resulting from the steady employment and higher pay of the last three years—a reconciliation of the fantastic tales of reckless spending and the significant statistics on savings in war bonds, saving banks, insurance, and debt reduction.

Family service societies, because of their intimate contact with families from different income groups, are in a position to know something about "Y". While they hesitate to generalize, for fear that their case by case experience may obscure the forest for the trees, nevertheless their cases do make up a not inconsiderable part of the forest of people whose fortunes will be affected by whatever happens.

True, most of the families known to these agencies at some time in their history have been dependent on relief, as indeed were 20 percent of all persons in New York City in 1935. Most of them are now in the low or moderate income groups, although more and more the clientele of a private family agency is tending toward a cross section of income strata because of the growing demands for service that does not entail financial help. It is fair to say, however, that these families represent that group in the community which will suffer first from any considerable recession of employment.

Therefore, a look at the current financial position of a limited number of families known to one agency may help translate into human terms the meaning of some of the more general data now influencing the drafting of postwar plans.

Too Thin a Margin

Mr. Delvalle, his wife and family of five children, are typical of many who are now much more independent than they were during the Thirties, but who are still hewing to a very fine line of self-sufficiency.

Mr. Delvalle felt proud of his job in the steel company when he got it last April. The earnings of $40 a week (gross) looked good to him, too. When his entire section voted for a war bond deduction, he did not want to cast the only dissenting vote. But by that time he knew he could not afford it. The caseworker in the family agency to whom his wife has come with their budget problem learned that they were trying to offset this latest deduction by cutting down on food—but not on the food for the children at home. Their father was going without his midday meal on the job.

In search of a solution, the caseworker faced these financial facts.

Actually, Mr. Delvalle's pay envelope contained $33.90 each week, after the company's total deductions, including social security, income tax, war bonds, union dues, and hospital insurance. The basic weekly needs * of this family of seven added up like this:

	Weekly
Food	$16.55
Lunch for Mr. D.	2.40
Rent	6.90
Gas and electricity	.95
Household supplies	.90
Clothing replacements and upkeep	6.70
Transportation to work	3.25
Laundry	1.00
Nursery school fee	.50
Recreation, education, church	1.00
Medicine chest supplies	.35
	$40.50

The family's rock bottom requirements as the caseworker computed them with Mrs. Delvalle's help, thus left a deficit of $6.60 a week. The standard the case worker was guided by is a "floor" below which a family should not go if minimum demands of health and welfare are to be met. Thus this family, with its war factory earnings, needed substantial financial assistance from some source, or Mr. Delvalle would have to cash war bonds each month in order to make ends meet.

Further, the budget presupposes that the family's medical needs will be met by free clinics or by extra financial help from the family agency and that the latter continue to supply cod liver oil for the youngsters. The community pays most of the cost of the day nursery care for the toddler, and of recreational facilities for the older children. The housing generally available in New York City at $30 a month for a family of seven could hardly be described as "minimum adequate." The Delvalles have no insurance, so war bonds are their only savings. And what happens to the already unbalanced financial structure if Mr. Delvalle is ill one week, or even one day? If prices go on up?

The main question for postwar planners however, is: What will happen to people in their position if the wage earner is caught in "transitional unemployment"? The family is large, there is only one wage earner and he is not highly skilled. The most anyone in New York State can expect at present in unemployment compensation benefits is $18 a week. To be sure, the family could go on relief. New York City has a well established public assistance program. Is that the best answer to be found?

Higher Up the Ladder

Beyond the group whose income is marginal—whether because of the size of the family, lack of skills on the part of the breadwinner, or low pay plus high prices and taxes—are families whose wartime earnings provide a living above the minimum adequate level.

What are these people doing with their "new" money?

For several years the family agency followed closely the fortunes of the Webbs, a Negro family of six, including four young children. Mr. Webb was earning $21 a week as an unskilled garage worker when the agency first knew them in 1941. Before that, Mr. Webb had been ill for some time and the family had been on relief. When he got his job, Mr. Webb bought furniture "on time," so they could move from their crowded furnished rooms to a four-room apartment at the same rent, $28 monthly. They still owed $70 on the furniture, which they were attempting to pay off at the rate of $2 a week. Other small debts to employer and friends came to $20. That these small debts were chronic, alternately paid off and re-borrowed, was a symptom of the inadequacy of the income to meet their expenses.

Within a few months, however, Mr. Webb got a new job at $25 a week, and by the end of another year he had worked up to $35. Then a relative moved in,

*Based on "Budget Standards for Family Agencies in New York City," New York Budget Council 1944.

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paying $10 weekly for room and board. While this crowded the home, and was not clear profit, it was acceptable to the Webbs and did produce a total gross income of $45 weekly.

What are the Webbs doing with their money? They have not moved to more expensive quarters. They have not changed their food habits—their increase in food expenditures follows conservatively the known increase in prices of low cost food. Mr. Webb continues to carry his lunches to work as an economy.

They have paid off the debts. For $5 they bought a secondhand sewing machine. With this and Mrs. Webb's considerable skill they now have more and better clothes at the same cost as before. Their joy was heartwarming on the day when, with the caseworker, they were able to figure a weekly budget that included the item "savings $2.25," in addition to the war stamps Mr. Webb was buying through payroll deductions. Months of careful managing have also made possible linoleum on the kitchen floor, material for slipcovers, a tonsillectomy for one of the children, and summer play school for the seven-and-nine year-old girls. Mrs. Webb regards this last as one of the best expenditures, because of what it has meant to the girls, what she got from meetings of the parent group, and the extra attention it made possible for her to give to the two younger children and her home.

What is likely to happen to people like the Webbs in case they are caught in "transitional unemployment"? They are fortunate enough to have been able to pay their debts, and they have begun to save. However, even if prices do not continue to rise and Mr. Webb's earnings do not go down, the cost of living for this family will increase year by year as the small children grow older, and their meager margin literally will be *eaten* up.

In the High-Paid Group

Will the Corbins be better off? They are in the relatively highly paid group. They were first known to the family agency just when the WPA project—to which Mr. Corbin had been assigned on application for relief — was folding up. The private agency helped with money and with employment plans, and after a few months Mr. Corbin got a job in a drug supply company with base pay of $28 a week. Since then his earnings on this job, with overtime, have risen to about $70 weekly.

Mr. Corbin is described by his employer as a conscientious, hard worker who carries responsibility well. Among his present gains certainly must be reckoned his deep satisfaction in the job, the confidence of his employer, and the feeling of making good in private industry. The fact that in his eagerness he sometimes works 70 hours a week is now being dealt with, because Mr. Corbin's health cannot stand this strain. His employer, too, feels that he should taper off toward the base pay, now $40 weekly, as soon as overtime is not urgently needed in the industry.

For $5, the Webbs bought a secondhand sewing machine

But Mr. Corbin's eagerness for the extra hours that add to his earnings is understandable. He and his wife have only one child to provide for—but this son of theirs is an invalid. His condition may never be improved and they want to give him the best care they can. Therefore, much of their "new" money is going for medical care. Also, Mr. Corbin has bought dentures, necessary to his health and for the appearance his job demands, and he has provided long needed dental care for his wife.

The Corbin's scale of living is little changed. They continue in the same three-room heated apartment at $23 a month. They now have adequate clothing and better food, but their regular expenses have not increased much above the increases in living costs. The only real change they have made in their mode of living has been to buy a $15 radio.

Perhaps the Corbins will be fortunate in the period of economic reconversion, for their income is from a peacetime job in a stable industry. Though Mr. Corbin's earnings will probably dwindle before prices go down, they are likely, at least, to continue. And besides, Mr. Corbin is fortified now, by his recent success. In some important ways, the Corbins are better off than many others.

Then, there are the Smiths. During the depression years, Mr. Smith's $12 weekly earnings in a laundry were supplemented by public relief. Now, however, Mr. Smith is making $85 a week in war industry. He consulted the private agency about the severe personality difficulties of two of his four young children, which had developed when the family was under the strains of deprivation.

The rise in Mr. Smith's income is due not alone to improved employment opportunities but in large measure to a substantial increase in his skill. For a period of years Mr. Smith has been going to night school—he is now at the college level—in addition to his full daytime schedule of work. Some of the family's considerable margin of income has been used for his tuition fees; some for therapeutic camp placements for the two disturbed youngsters, followed by scaled fees for their psychiatric treatment.

The Smiths' living standards, too, have improved above the relief level. They have moved from a poor cold-water tenement flat at $22 monthly to a more comfortable heated apartment at $40. Mr. Smith's work makes a telephone necessary. They have bought some additional furniture, and gradually their food standards have risen to the point where they eat well, though not extravagantly. They are better clothed, too, in keeping with the standards in the new neighborhood. When one of the little girls needed to

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have her appendix out, the family for the first time faced the costs of paid medical care.

Mr. Smith is anxious to spare his children what he went through in the depression years: he would like to help them get good educations *before* they begin to work. Will he be able to do this? Certainly the Smith family have made important gains these last few years, thanks both to their efforts and to employment opportunities. Mr. Smith's biggest gain is in his own working skills. Will he continue to have opportunity to use these skills?

What Lies Ahead

Thus for some families, particularly for large ones like the Delvalles, war wages, however good they look, do not provide even a nominal independence. For families on independent income which is marginal, the payment of costs of medical care, legal fees, of school, nursery or day care fees, of housekeeping care when the mother is ill—either at home or in the hospital—makes great drains on income. To be sure, these services are often offered by community agencies which, with an interest in family welfare, scale fees in relation to income. But they tend to use up the margin in income. Families with independent income also pay taxes and are expected to make contributions to various causes and accumulate savings. In addition, in many places of employment collections for gifts to fellow employes are frequent and mount up to considerable sums.

Many families who now have a margin in income have for the first time been able to deal with an accumulation of needs. Some of the health problems that were put aside in the past—need for dental or medical care, for corrective appliances, for psychiatric help—can now be met out of income. It has been necessary in many cases, too, to meet accumulated needs in household furniture and supplies, even in this period of scarcity, poorer quality, and higher prices, since it is the first time families have had a margin with which to purchase the articles needed. Some families use their new margins to replenish long inadequate clothing supplies. Others have had to help less fortunate relatives.

And debts! To workers in the family agency the use of increased income to pay off old debts is a familiar story. Actually, in terms of national policy, the payment of debts amounts to saving in that it reduces the inflationary pressure of spending. But in terms of the individual family's finances, it does not provide the backlog for use in emergencies that characterizes other forms of savings.

As has been pointed out, the family agency also knows families who have some savings. But for the greater number of families whose incomes now range from $3,000 a year on down, the increased cost of living, including taxes, has left little margin for savings. There is not much evidence that many of them have been able to build up a reserve that will prepare them to weather any economic disaster in the future. In most cases, any leeway in earnings has been used to catch up on the ravages of the depression period.

That families prefer to meet all of their obligations out of their own earnings has been amply demonstrated, if proof were needed, by their performance during these war years of employment. Independence is a normal human craving.

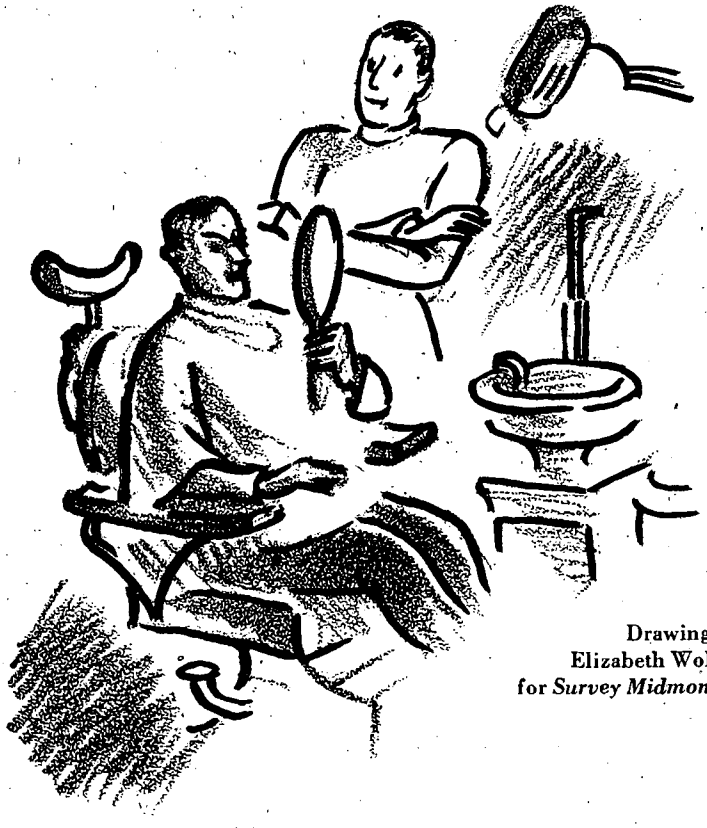
Public relief and work relief were the best solutions offered in the last depression. Many strides were made toward adequacy of relief and methods of administration that would be least damaging to the recipient. But at best these solutions still meant dependence.

Looking at the families here described, in which there are willing and competent wage earners, it may be seen how unacceptable dependence on relief would be to them. They have put that phase behind them. They have performed vital work on the home front, for which they have been commended; through which, they have been told, they became as important as the fighting men in the field. Some of them have been deferred from induction because they were designated as "essential." While regaining and increasing old skills and learning new ones, they have at the same time increased their sense of usefulness as individuals. And they have experienced the satisfaction, at least temporarily, of being the mainstay of the family, providing support, supplying wants, making decisions.

It is possible to see, too, some of the alternatives which would meet their needs in the uncertain years ahead, with less cost to the community and to their own self-respect.

First of all, it is important that the balance between prices and wages hold, or that purchasing power increases. Then men want real jobs—not work confused with relief—jobs that pay enough to provide at least a minimum adequate level of maintenance for their families. But, if periods of unemployment become inevitable, breadwinners must have adequate social insurance, with dependents' benefits related to the size of the family. A plan for paid medical care, through a spreading of risks and costs, would meet one of the most pressing needs.

In whatever measures are evolved to make good on our goal of "freedom from want," both the individual and the "common good" must be kept in view. In the long run they are, of course, inseparable. So it is important now, in the planning stage, to keep the trees as well as the forest always in sight. John Hersey has said it this way: "Human reconversion will obviously rank with economic reconversion as the greatest of U. S. problems in the months and years to come."



Drawings by
Elizabeth Wolcott
for *Survey Midmonthly*

Mr. Corbin has bought dentures

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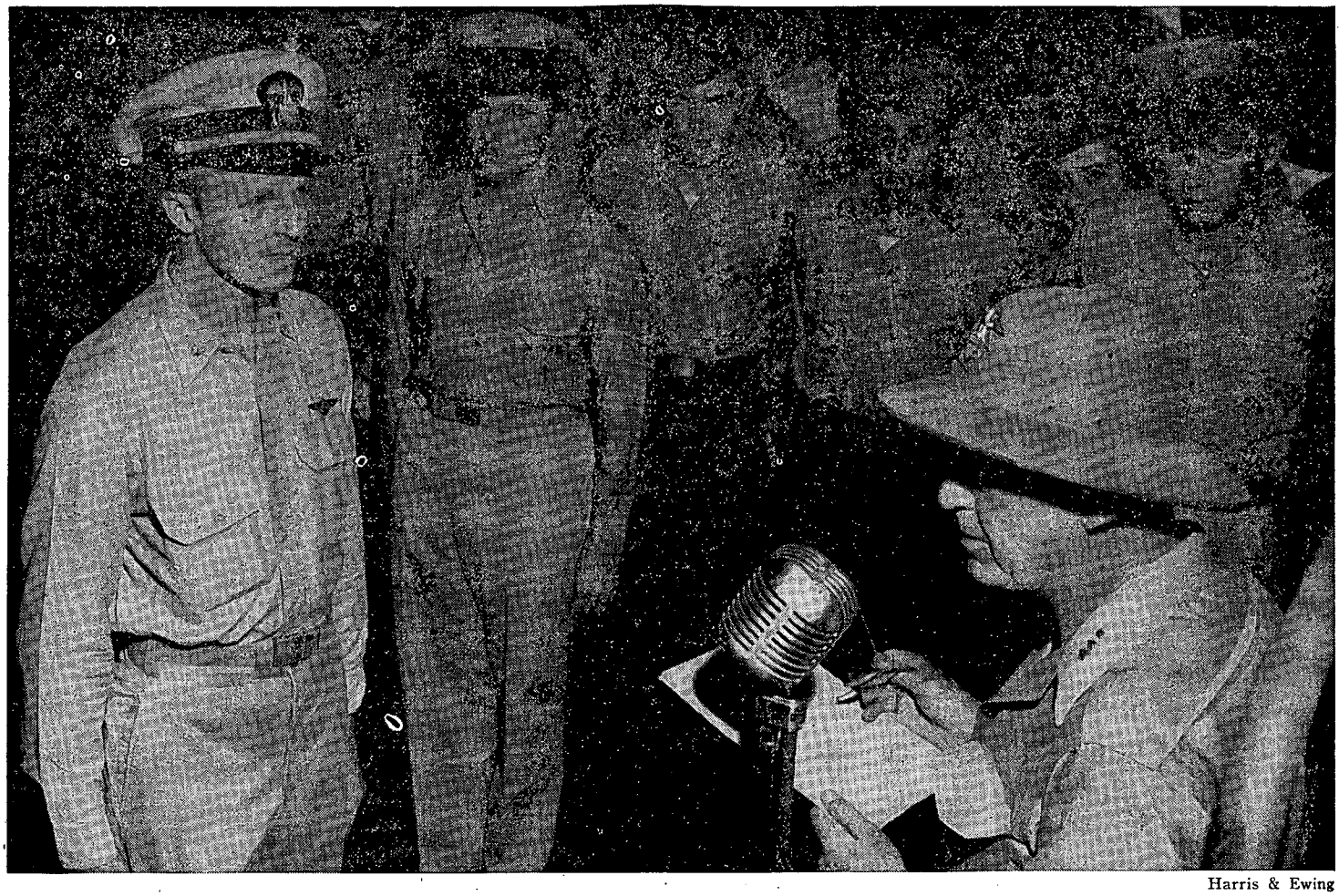

Harris & Ewing

Group pride brings strength to men in battle. Here a bombing squadron receives the Presidential Unit Citation

The Man Who Will Come Home

DAVID DANZIG, Office of Community War Services, answers many questions about the effects of army life on the individual.

DIXON WECTER, in his book "When Johnny Comes Marching Home," quotes a four line ditty which aptly expresses our civilian consciousness of obligation to the man who has risked his life for us:

"In earth or heaven
Bold sailor on the sea,
What have I given
That you should die for me?"

There is a danger, however, that civilian attitudes toward returning servicemen reflect more this sense of obligation than a true understanding of the serviceman's needs. The tendency to glorify the uniform and make of it an abstract symbol obscures the fact that its wearer is a very human person. So also does preoccupation with a compartmentalized list of his "problems"—employment, education, health, and the like, in respect to which many groups and agencies are earnestly and actively directing themselves.

In his own mind, the G. I. is neither a "problem" nor a "symbol." He is just an ordinary human being who left civilian life to become a soldier or a sailor or a marine, and who wants to become a civilian again as easily and naturally as possible. But in the interim of service, of course, he has or will have been in an environment not at all like the one to which he will return. He will be two, three, four years older. He will have been around. He will have gone through some grim experiences. For that length of time he will have been rigidly conditioned to a military, rigorous regime. Social workers who have an important part to play in helping him make this transition, his family, his friends, almost everyone, are asking: What manner of man has he become? How has military life affected him?

No "Typical" G.I.

In attempting to throw some light on these questions from my own contact with servicemen, I can give only one man's opinion. But I am clear that there is no "typical" G. I. I am sure that we must never forget that every soldier, sailor or marine is a person in his own right, or that part of this "right" is to react differently from his fellows to circumstance and experience which he has had in common with them. All we can do is achieve a general awareness of the broad influences that have been at work during these years of military life, and trust that this will be of some help to us in our understanding of each person to whom we hope to be of service.

The underlying factors which make for change in the individual when he enters military service are due to his isolation from civilian life and influences; and his induction by someone else's authority into a totally new environment with different stimuli and limitations.

The first organized reaction to the separation of the man from his family and community comes from the civilian community. It sets up agencies to keep

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alive the civilian democratic influences negated by army life *per se*.

The response of the men to these agencies has been positive and favorable. A questionnaire sent out by the army showed that 73 percent of the soldiers use USO clubs located in nearby communities; and that 84 percent of those who do attend come once a week or oftener. Although the program and services in the local clubs vary, each is characterized by informality, the presence of a large number of civilian volunteers, a distinctly civilian rather than military atmosphere, and an individualized approach to the needs and interests of the men. The same study also showed that almost two thirds of the men attending USO clubs had been members of some social organization in civil life. In other words, while USO as such was new to very many men, it represented essentially a means of continuing former experiences and of overcoming the feeling of isolation from the larger civilian community.

"They Never Leave Home"

Most men cannot say, as did Bob Hope, "I never left home." But it can be said of the vast majority of men that they seek to use every opportunity to continue experiences that will maintain their identity with the democratic way of civilian life. This is so much what we would naturally expect from our American young men that its significance becomes apparent only when we stop to consider the changes which military life *might* have brought about in them.

For it is conceivable (and has happened in other countries) that men might have reacted to their isolation from civilian democratic life by trying to create a military caste system, in which they would overcome their sense of isolation by becoming superior to the civilian group. They would be interested in civilian society not as something to return to, but rather as something from which to exact tribute and adulation. This relationship of military to civilian society is characteristic of the fascist state, functionally geared to wage war.

We may be thankful that the natural instincts of our men were stronger than the doctrines of some who, during the formative days of our army, wrote and said that contact between soldiers and civilians destroyed soldierly virtues and weakened the military. For these people, some of whom were in responsible positions, envisaged a socially self-sufficient masculine military society — presumably expressing the will of the people—and yet independent of the people.

Again, it is conceivable that servicemen might have reacted to isolation by creating more isolations, by becoming what they themselves call "barracks soldiers," men who make the barracks "home," and never leave it.

I have known some men who do react more or less in one or the other of these two ways. Yet, fortunately, we can be sure that the vast majority have not changed in their desire to keep their place in our civilian democratic society. Indeed, they would positively resist any attempt to have it otherwise. Witness the high percentage of registration for election among servicemen voters. This was not primarily the action of a group of men politically and socially conscious because of their uniform. It was, I am convinced, more the reaction of a group of citizens who felt, correctly or incorrectly, that their physical isolation might result in a denial of their rightful participation in community affairs. Many men risked their lives and some died bringing ballot applications to their buddies in the front lines. To some, this might seem to be simply the functioning of a great military machine under orders. But I think it would be closer to the truth to say that the military organization is merely making that action possible, and that the high registration comes from motives within the men themselves. It was their reaction to being isolated from the national community—a self-assertive and affirmative action which brought back to them a sense of responsibility for and participation in our national life.

Thus, in our effort to understand the problems of the individual serviceman, we can start with the reassuring knowledge that our men, when they return, will return with a philosophy of life that is essentially civilian and democratic. They will want to find their place and make their way in about the same manner as everybody else.

The Question of Initiative

Social workers, as well as people generally, however, are asking quite naturally and logically whether experience in the military regime will have so changed the serviceman as to make him ill equipped for the natural return to civilian life which he desires. Has he lost some of his individuality, initiative, capacity for love, friendship, affection? Inquiries have been made, using such questions as these, to try to determine what changes have taken place in individuals as a result of their military experience. But the trouble is that questions so put are restrictive and extremely prejudicial to the answer. In order to reach a true determination of the effect on habit and character of military life, we would have to know what each individual man questioned was like before—to what extent his individuality was self-centered, his initiative fear impelled, his affection, love and friendship an adolescent craving for protection. Obviously we cannot measure change by a comparison with the unknown.

While I do not wish to appear to deny that regimentation has its effects upon any highly individualistic personality, I suggest that our thinking about this question must be based on a recognition of the total limitations of life in our times—

Press Association

Voting on the battlefronts gave men a sense of participation in national life

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civilian as well as military. Even in civilian life the range of real opportunity for exercising responsible choice is not at all commensurate with the individualistic desire to pick and choose. On the other hand, even in military life there are opportunities for self-expression and growth—once the individual accepts the need and the authority which have placed him under military orders.

I do not believe that the G.I. has lost his capacity for initiative, for the individualistic expression of the urges and desires that are within him. He has had to find self-expression within the limitations of an order quite different from the one to which he was accustomed, and has often had difficulty in making the adjustments. Having made them, he will also find problems in adjusting "in reverse" to the civilian order to which he has become unaccustomed. But the essential individualism of the American character has not changed.

Plus Values

Any attempt to evaluate the changes in individuals brought about by military life ought to be based on an inclusive picture of that life. While this article cannot attempt that, I should like to stress one factor to which, it seems to me, too little attention has been paid. It is well expressed in a study, "War Neuroses in North Africa," by Lt. Col. Roy R. Grinker, M. C., and Capt. John P. Spiegel, M. C., of the Army Air Forces:

"Among the factors which enable the soldier successfully to withstand the onslaught of anxiety in the war situation is his identification with the group. . . . Among the men who have worked and trained and lived together for a long time there arise complicated mutual identifications, with—in the most successful instances—the formation of a group ego. This is especially true of the highly mechanized offensive arms — tank crews, crews of heavy bombardment, aircraft or warships. . . . When the group has been successful in battle these feelings become immensely reinforced by objective reality. Thus the soldier exchanges the normal protective figures and institutions of his home environment for the protection of the powerful group of which he is a part. The group cannot fail or die.

"However, there is another aspect of the group ego which is important for the neutralization of anxiety. It becomes the object of considerable love and affection on the part of its members. They are proud of the group, and resent newcomers. They are jealous of other groups, and strive to achieve perfection for their own. The group ego, in relation to the battle activity in hand, comes to be more important than the individual's own ego. . . . One pilot with an anxiety neurosis stated this very simply: 'I couldn't sweat it out at the field while my crew were over the target. It was worse than going along.' Through his identification with the group, the individual shares in the achievement and victory of battle—even if he should be injured or killed. A part of him continues to live gloriously, as a member of the group, no matter what his personal fate."

This tendency to recognize the demands of the group can be seen equally in the training camps, where a man will stand K.P. for his buddy, throw in his pay check to buy refreshments for the group, give up his last cigarette or his weekend leave for another. This aspect of military life, in addition to creating group loyalties and experiences as cited above, creates *group values*, a recognition of the reality and the rights of groups to a part of one's self—even though a group "ego" does *not* exist, and even though the individual may not have been successful in giving up a part of himself to attain full membership.

This type of relationship of the individuals to the group has been described in various ways. It has been referred to as a "mystical feeling of solidarity," as the "strange bond of the front line fighter"—and, in psychoanalytic terms, as the creation of a group ego through the investment of the group with the infantile feelings of omnipotence.

Regardless of the content of this experience (and I do not think it is defined by any of these expressions) those values are being fostered which develop the group—self-sacrifice, courage, loyalty, humility, and responsibility for the group.

While I do not wish to imply the achievement of these values on too broad a scale, yet the tendency towards their development certainly does exist, and a big question to be answered is whether there will be a place in civilian life for their mature development. If not, will the attempt on the part of the men to bring back these values with them lead to misunderstanding and perhaps actual conflict with the civilian community? The man who has found purpose in his relationship to others in military life, who has held responsibility, who has worked and fought with others to achieve a common aim, may find a life in civilian society devoted to the acquisition of goods and security very hard to take.

On the other hand, if we will accept not only the sacrifices made by the men for the common good, but also these values which they have created by giving up something of their selves, we will not only give them purposes with which to identify themselves after their return, but further the cause of democracy itself.

I do not pretend to speak for the serviceman—I believe that one must be extremely careful in assuming that prerogative. In the final analysis he himself will decide who will do his speaking. I am confident that such a person will have to prove his right to do so.

But I have tried to call attention to what seem to me to be some of the positive factors which are emerging. Medical science approaching maturity found it had to treat people and not diseases. Let us not forget the people in our preoccupation with the problems. We, as social workers, have chosen helping as our role, but let us not look on the helping or the problems as greater than the people.

» Congress is our national legislature and should serve the national interest as well as local interests. To be sure, members are selected from specific districts and are dependent for tenure on the continued support of their districts. Members *should* be advocates of their local interests. However, there are limits beyond which they should not go. An important test of political parties should be their ability to prevent subordination of the national viewpoint to local or bloc viewpoints.

The real danger lies in the formation of perverted and unnatural coalitions of various minority interests. Such coalitions are made to promote objectives which, standing on individual merit alone, would be rejected as contrary to the national welfare. The process of combining such objectives does not make them individually or collectively serve the national interest.—*"Strengthening the Congress," by Robert Heller. Planning Pamphlet No. 39, National Planning Association.*

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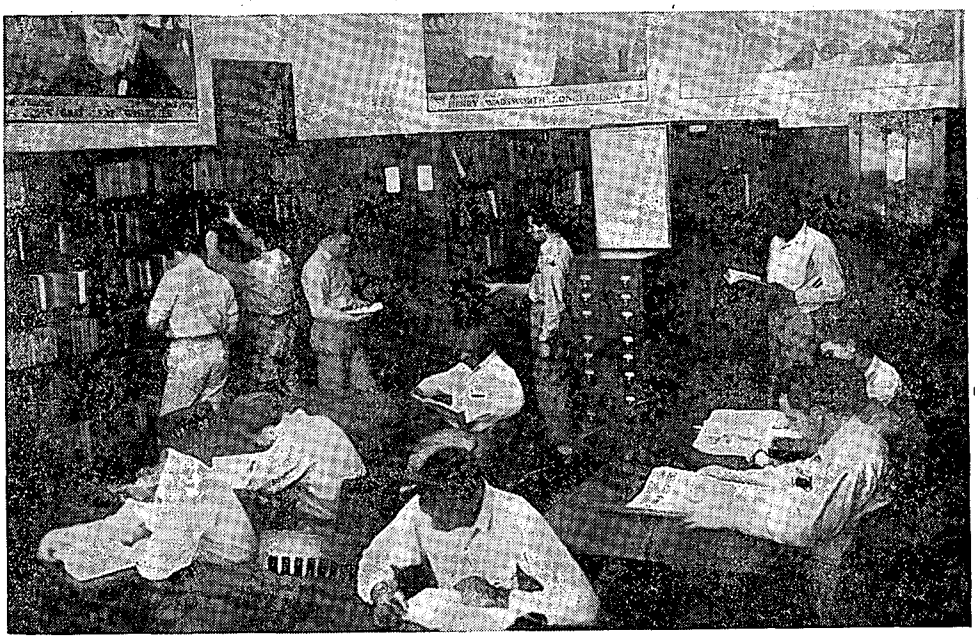
Books—Windows to the Future

What Happens in a Prison Library

by Carl Dahl of the American Library Association



Among the stacks in the library of the Federal Reformatory at El Reno, Okla.

WHEN seven in the evening comes, the big federal reformatory on the edge of the Texas Panhandle in Oklahoma is lighted like a Christmas tree. For the thousand or so prisoners the evening leisure has begun.

What do these men do with their leisure time?

The work day begins in the early morning and ends about five o'clock in the afternoon. Some groups, like kitchen workers, have a broken day—work early in the morning, then several hours off, and work again at mealtimes.

From five until bedtime, the reformatory inmate's time is pretty much his own. He gets under a shower, cleans up after his day's work in the weaving-mill, the broom-factory, the cargo-net factory, or on the farm. He goes to night school, takes courses in art, journalism, mathematics, public speaking. He studies his correspondence course lessons which arrive from schools all over the country. He writes letters to his girl, his wife, relatives. He plays ping-pong, checkers, chess or dominoes.

Or he reads.

The library at El Reno has from eight to nine thousand books for the use of about a thousand men. With the terrific book turnover, and the constant wearing out of books, the collection should be at least ten thousand. Twelve thousand would be better still. The library's bookbindery cannot keep up with the deterioration of the book stock through wear and tear, even though inmate binders are busy full time at repair work.

Taking its place among such factors as good treatment, good food, healthful and competitive sports, and religion, reading is a type of therapy in reformatory operation. There is perhaps no employe in a reformatory or penitentiary with better opportunity to influence the prisoners than the librarian, who works among them from eight to ten hours a day. The new employe in prison usually gets two warnings when he starts: don't be too friendly with prisoners; and don't antagonize or needle them. Fortunately, between the two is a good broad line on which to walk.

A librarian's first meeting with the new prisoner is during the quarantine period, a month in which the newcomer is kept isolated from older inmates. In that month he is interviewed by all those officials concerned with his rehabilitation and return to the outside world—the medical officer, the parole adviser, the industrial counselor. The gradual initiation to prison life is climaxed by his appearance before a classification committee consisting of these officials plus the warden. The committee decides where on the compound he will live, where he will work, and what schooling will be recommended to him.

By the end of the quarantine period, there is a more or less complete dossier of pertinent information about the prisoner—his history, troubles, criminal career—gleaned from many sources. This is available to anyone who has official connection with him, from the guard who locks him in at night, to the plumber or electrician who has him on a work detail. It aids officials who must deal with him to understand him.

A Strengthening Effect

The librarian values the quarantine period as an ideal time in which to win for the library the new man's good will and interest. The prisoner (let him be called Smith) is in a lonely, trying situation, particularly if he is an older man. The librarian may already know something of his history, education, occupation, offense. A little careful questioning will draw more information.

"Smith, if you want something special, anytime, let me know. I come over here several times a week. Or you can get word to me through the quarantine officer."

"Thanks," says Smith, starting to turn away, and then calling back: "Say, there *is* one book I'd like to get, *Cimarron,* by Ferber. It's about this part of the country. Could you get me that?"

"I'll send it over. Anything else? How about a book on welding?" Smith was a welder 'outside.'

"No. But have you anything on printing? I heard they had a good printing plant here."

The librarian notes the request, goes on around the cell block. He comes to the Negro section, stops at a cell.

"Let's see. You're Thomas. I'm the librarian. Can I send you any books from the big library?"

"Bible."

"How about a dictionary?"

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"Yessir! I'd be glad to have a dictionary."

Others down the row hear him, and duplicate his request.

"Brown. Can I send you a book to read?"

"Can't read."

"Well. You'll get a chance to go to school in here and learn."

Back at the library he can turn over the requests with his suggestions, to be filled by an inmate clerk, and later he can check on what is sent.

Once a week, new quarantine men are taken on a conducted orientation tour of the institution, see the various shops, the farm, the school, gymnasium, auditorium, chapel, and library. The librarian gives a short talk to them on the library, its operation, regulations, kind of books available, explains the reading record maintained on each man. This record eventually figures in an estimate of the prisoner when the parole judge reviews his case. On the tour, the men can also make requests for books they want sent over to quarantine.

When the librarian first saw No. 13007, older than most of the inmates in quarantine, he looked worried and discouraged. That morning, some youngster in one of the solitary confinement cells upstairs had gone berserk and either smashed his washing facilities or let the water flood his cell. So the water was running deep on all floors below, with the pouring deluge looking like the rain in Pagopago. Through this, the librarian waded toward 13007.

"Hello, Adams, what would you like to have the library send you to read?"

"Oh, I don't know," muttered the prisoner, after a suspicious glance. A little pause. "How about a new historical novel, and some travel books, on South America, say?"

"All right."

That was all that was said. Books went to him from time to time, and he thawed out. When he left quarantine, he got an assignment to the library and did an immense amount of reading on local and world history and on the Latin American countries. Prison officials became less concerned about him, feeling that he had made a satisfactory institutional adjustment, a difficult matter for an older prisoner, especially one who is well known "outside."

No. 13007 was a real man, able, shrewd, companionable, who during his prison stay was most cooperative, giving part of his day to the teaching of illiterates. When he left a year or so later he took with him a record of what he had read, in order to guide him in further reading. Some time later, the librarian saw a newspaper article written by him in which he praised the prison treatment, the prison administration, and particularly the reading and educational facilities.

Another older prisoner who showed how books could balance a man's life under most discouraging circumstances was No. 10007. He had gone far in his field of work outside when convicted. And outside he had probably read only along business lines. In prison, he branched out in his reading interests; not only because his prison duties involved writing and thought, but to keep his mind resilient, in condition. He read a great deal of biography and history, and fiction in which people were sharply delineated and characterized. He went exploring through the Harvard Classics. Thomas Wolfe was a favorite writer: "You Can't Go Home Again," "Of Time and the River," "Look Homeward, Angel," made him marvel.

In prison, reading helped keep No. 10007 "alive" and in hope. Countless times, he told the librarian he did not know what would have happened to him had there not been the library to draw on for stimulation and new power.

This strengthening effect of reading is often observable in a new prisoner in quarantine, who is preyed on by thoughts of his people outside and of his tangled private affairs. The offer of a book on his former trade or occupation, or of an opportunity to work on self-study courses, has frequently wrought a marked transformation. To the prisoner it has meant reestablishing connection with his former world.

What They Read

From 60 to 70 percent of the reading done by most prisoners is in the realm of fiction.—Western shoot-em-ups, mysteries, romances, best-seller novels: Raine, Agatha Christie, Katherine Brush, Faith Baldwin, Edmonds, DuMaurier, Hilton, Nathan, Cronin, Saroyan. The other 30 to 40 percent comprise the non-fiction readers: biography, travel, history, science, technology, religion, useful arts, and so on.

The institution's industries and workshops send workers to the library. Prison bakers come for books on baking. The plumber's helpers want up-to-date plumbing manuals. Workers in the cargo net industry require books on rope work, landing nets. The inmate electricians ask for electrical repair, radio, and motion picture projection books. The welding apprentice requests books on gas and electric welding. The farm workers want something on agriculture.

The book collection has many demands to meet and satisfy. Institution policy is not to stock extensively on trades and occupations for which no industry exists within the reformatory. A prisoner interested in plastics is not likely to find more than an introductory work on the subject; nor is one whose interest lies in glass manufacture or railroad engineering. However, the industrial counselor, who advises prisoners about their work skills and interests, is glad to see in the library many well written, factual books about occupations. The supervisor of education and his corps of teachers are pleased to see numerous interesting, easy-to-read books for adults who are learning to read. The chaplains are delighted whenever the library acquires a number of copies of good biography and other worthwhile non-fiction, and stories fostering understanding between races and creeds.

Developing Tastes

It is uphill work to widen the reading interests of the younger prisoner. His taste in reading, if it exists, is usually geared to excitement and sensation; to the fast tempo, for instance, of western stories in which he sees himself galloping through California, Arizona, or Mexican gulches and valleys shooting, shooting, shooting.

A voice out of quarantine cell 308B called to the librarian as he was making his rounds one afternoon:

"Say, what have you got by Burroughs? I've been hunting one of his books a long time. 'The Jewels of Opar.'"

"Sorry, I don't think we have it."

"Why, he's a swell writer!"

"Lots of imagination," suggested the librarian.

"That's it. That's why I like him."

"Well, maybe we could send you something else, instead. . ."

"Naw. That's okay. I got some westerns from the quarantine library. They'll hold me until I move out into a dormitory and can come to the big library when I want to."

A few weeks later, 308B showed up in the library. He was searching the fiction shelves of B section. "Oh, it's our friend. Now, if you're still looking for—" the librarian began. The boy grinned. "Guess you don't have it. I hate to give up. Been watching the shelves the last three days."

The librarian told him: "You're like a lot of others, boy. You have a few books in mind, a few authors, and when they dry up on you, you're lost." He waved toward the shelves. "Look. Eight to nine thousand books, yet nothing for you? It's not possible. Come over here a minute. You like authors with imagination. Ever tried Rider Haggard's "Allan Quatermain"? Or "King Solomon's Mines"? Or "She"? Or "The Moon-

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stone," by Wilkie Collins? Another writer with imagination to take you out of this world is H. G. Wells."

"I'll try em," said 308B.

About a year later, what had seemed such a hopeless endeavor at the beginning had turned into a triumphant re-direction of interest. 308B had grown in reading stature. His tastes had widened enough to embrace novels having more than entertainment value.

Then there was the case of 24106, an even better example of the influence of books. Some officials shook their heads when he was committed. "That kid will never make it when he's released," they predicted. He would be a recidivist, a prisoner who comes back to prison.

The youngster had been in and out of reform schools since he was small. A headstrong boy, quick tempered, too ready to take the bit in his teeth and bolt, he had run off from one or two places because he did not like the treatment he got. In prison he became a library clerk, working himself into a kind of first assistantship. Thus exposed to books, his reading widened in range. Maybe some of the books he read were over his head, such as the works on philosophy and the hard kernels among the Harvard Classics. But he seemed to be trying to feed some hungry inner need, of which he had recently become aware. "Not much to that one," he would say of some new best-seller. "The damn characters don't seem to grow." 24106 is now out, legally, and at last report was still confounding the predictions about him.

Rehabilitation of young delinquents through cultivation and re-direction of reading interests is never easy. Such work is additionally handicapped when attempted with inadequate professional staff, inadequate quarters, and an inadequate book collection. A prison book collection should be steadily growing, and there should be a good bindery under professional supervision to keep the much used volumes in repair.

Standards for prison libraries were recently approved by the executive council of the American Library Association. Outlining minimum requirements, they were perhaps set too low. But they should help to build better libraries in states that are far under the achievement of federal institutions. To have a good library in a prison is not just good administration from the principle of custody, a prison warden's chief concern. It means also having a truly effective agency for stirring in an individual the social conscience which can lead him toward an examination of himself and of human relationships.

HOME VISIT

by *MARY W. HOUSMAN*

("Following a home visit, a summary of the significant facts should be included in the written case record."—Excerpt from Manual of Procedure)

October, 1944. (Housman) Visited Martha Matthews to reinvestigate her eligibility for Old Age Assistance . . .

Mrs. Matthews lives in a very pleasant neighborhood . . .

Autumn is setting fire to your shabby house, Martha.
Scarlet and gold flame touches the gray, unpainted shadows of your house,
And burns in bright October air. Wind blows the red and golden sparks
Over the withered grass . . . .

One market trip per week per family. . . . But you can walk
Over the blown leaves along October's flaming road,
To buy a Last Supper at your Naborhood Grocery. . . . Shall I say
No allowance is required for transportation?
Will you walk proudly in October fire,
Into that last cold winter, Death?

When John got hurt, he sat and rocked and swore at the Democrats.
He said he'd worked his fingers to the bone to buy this house.
He said he'd come mighty close to stealing,
To pay taxes year after year.
He said by God a taxpayer was entitled to something
Without all this fuss. John talked real tough.
But you didn't talk tough, Martha.
You took pride in your two thin hands and strangled it, for him . . .
See, your dead pride is here in the old typewritten record:
A ton of coal for John and Martha Matthews. . . .
A grocery order for three dollars. . . .

When John died, you sold your home,
But the people let you rent one room of it.
You sold your household goods;
But they let you keep that chair he rocked in. . . .
Sat and rocked and swore and said he'd be everlastingly damned
If he'd crawl on his stomach for anybody. . . .

You sold your home for nineteen hundred dollars and ninety-five cents. . . .
You paid the mortgage, funeral bills and the doctor bills. . . .
Mrs. Matthews has cash in excess of five hundred dollars. . . .
You paid the grocer and the druggist. . . .
You lived for a long time on the rest, Martha;

And when it was gone, you applied for Old Age Assistance.
Now you sit quietly in John's chair, and sometimes speak to God;
But you don't bother Him about the Democrats,
Or even about the Republicans. . . .
You figure He knows His business.

Your landlady cheated you on the price of your house.
She cheats you still. *Mrs. Matthews' rent is excessive.*
How shall I budget the price your spirit pays
For a room in your own house. . . .
You pay cash for your food, and Mr. Amanti, the grocer,
Gives you each week a little more than you paid for.
Mrs. Matthews states that she manages very well on her grant. . . .
Perhaps not so well, Martha, if it were not for Mr. Amanti.

Mrs. Matthews has no living relatives. . . .
But you did have a son, Martha.
You were in labor three days, and your son died
In the long violence of being born. His head was hurt;
He would never have had any sense. It was better he died. . . .
Your son had soft and thick brown hair—
His mouth was small and soft and sweet—
He lay warm in your hands that brief while,
And the living minutes have sufficed the years of your life.

Mrs. Matthews is showing increasing signs of senility. . . .
Now you are old, you sit alone; and in that thin and soft
And insubstantial voice, talk with your son. . . .

She has no resources. . . .
But what of the assessed value of your spirit, Martha?
It is hard to appraise.
There is no statutory limit
On the value of a human soul.

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HOW THEY ACHIEVE—

Integration in Rhode Island

ELIZABETH M. SMITH, the acting director of public assistance, State Department of Social Welfare, writes of unity by agreement.

WEBSTER defines "integration" as the "act or process of making whole or entire." It is toward such a goal of "making whole" the spotty and overlapping public assistance services in the state that Rhode Island's state and local officials have been striving since 1938. The goal has not been completely achieved, but much progress has been made and future prospects are bright.

A few years back, Rhode Island was one of those states where several sets of social workers were traveling around in the same territories, often visiting the same families to discuss the same problems. There were two kinds of city programs—one for the employables and one for the unemployables, and three kinds of state programs in which the costs were matched by federal funds. To a family eligible for more than one type of assistance—as, for instance, general relief for the younger members and old age assistance for grandma—this meant a duplication, at least, of application and confidences. To the taxpayers of the state it meant waste of effort and administrative costs. To the program administrators it represented a real handicap in attempts to offer a high quality of service.

Now (except in a few localities), no family, no matter how complicated the make-up, has more than one public assistance worker coming in to visit. For a reorganization has been effected which has made it possible for one social worker to act for both the state and the municipality. Against all sorts of odds, most of them connected with tradition, public assistance in Rhode Island has been unified.

The first step was the integration of the once separate state administered public assistance programs — old age assistance, aid to dependent children, aid to the blind. Later came the merging with one another of the municipally administered assistance programs for employables and unemployables. The last step, still not quite complete, was the unification of the state and municipal programs.

Statutes provided for the first two steps. The final step, however, has been based on gentlemen's agreements—a method which received legal sanction in the Public Assistance Act of 1944. That brief but comprehensive piece of legislation contains a section providing that "cities and towns may by mutual agreement with the state establish an integrated public assistance program." It continues:

"Where an integrated program is established, local directors shall still retain the right to make final decisions with respect to grants for general public assistance, and the state shall make the final decision with respect to old age assistance, aid to the blind, and aid to dependent children after consultation with local directors of public welfare. All public assistance records shall be available to representatives of the state division of public assistance and to local directors for purposes connected with the administration of public assistance."

The Present Program

Since 1942, Rhode Island law has required the state to reimburse cities and towns for not less than 70 percent of their general assistance expenditures, including administrative costs. It was this provision that created "general assistance" to take the place of the locally administered, locally financed program for unemployables, and the locally administered, state-supervised program for employables to which the state had contributed five elevenths of the funds expended.

Since then, all the cities and towns in the state which have general assistance at all (thirty-seven out of thirty-nine) have established an integrated public assistance program. Some towns, where case loads are low, depend entirely on the state worker in administering the program; a few employing only one worker each enable that worker to carry the state-administered as well as the local programs; some that are very small join with other towns in employing a public assistance worker for all programs. In others, there has been a pooling of local staff with the state staff. These agreements between state and localities have been made with three aims in view: providing better service; making possible more effective application of staff skills; utilizing to the fullest all the resources of state and local jurisdictions.

Since the beginning of public assistance as we know it now, the states and localities have been striving to find a way to provide better service to applicants and recipients. At first, there was experimentation with "double cases"—families receiving more than one kind of public assistance. This helped reveal some of the unhappy results of expecting people with urgent needs to go to two, three, or more agency offices in order to have them met; and of sending two, three, and sometimes more social workers into the same home to see the same persons, ask the same questions, and record the same facts on many different forms for at least two different case records. It made more apparent the dynamics in the social situations of people and the artificiality and impertinence of "categories." It brought out some of the hardships imposed upon persons who temporarily had to have new standards of living every time the source of their assistance checks changed; the unnecessary pressures put upon already troubled persons by expecting them to keep currently informed on the different office hours of each agency, the numerous application procedures and forms, and the various methods of making payments. It showed the difficulties involved in the client-worker relationship when social workers were too numerous and contacts too infrequent or too brief.

When reorganization came, therefore, municipalities and state both focused their attention on the applicant. They housed all their programs in one local office with one set of office hours. The state programs which had been highly centralized, with social workers traveling to all parts of the state from Providence, thereby became decentralized. The knowledge and resources of the local director, the expert on the local situation, was immediately available on behalf of all recipients in the state programs. For any given applicant or recipient, the local community and the state placed their combined programs in the hands of one social worker.

It is now possible at intake for both applicant and worker to concentrate on the applicant's need and the nature of the public assistance service indicated. Need is the eligibility requirement common to all programs. One intake interview is sufficient for any combination of

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them, and a single application form can be used.

As things now stand, an application filed for any one program may serve as the application for any other form of assistance that might be needed later, so that at the time of the later application a decision can be made without any delay. For example, a sixty-three-year-old man who applies for general public assistance need not file an application for old age assistance as he approaches his sixty-fifth birthday (but he may, if he wishes to do so). A clerical operation can effect the transfer. The agency relationship is continued through one social worker (who is also the intake worker in some communities) responsible for all the public assistance programs in the "territory" in which this applicant lives.

The standards of assistance established by the state agency for the federally matched programs are, for the most part, in effect in the general public assistance programs. Where deviations in local standards exist, they are gradually disappearing. The emphasis throughout is on realistic, adequate standards.

Methods of making payments still differ. All state payments are in cash, as are most local payments except for some medical care and, in some communities, emergency needs. The state, which originally made first payments only on the first of the month, can now make an initial payment within forty-eight hours of the time at which it is authorized in the local office.

Staff Skills

The changes have brought the staffs of both state and local agencies more opportunities for the application of their increasing skills as caseworkers, as participants in the formulation of policy and procedure, and as persons responsible for the public relations of a phase of both local and state government. But the transition for them was difficult. The transferring "in" and "out" of portions of their case loads in order to give a "territory" to each social worker had to be accomplished without interruption of service. It involved the breaking of old and the making of new relationships. The adjustment to a new and possibly larger or smaller case load was not always easy. There had been local case loads as low as ten and state case loads as high as 200. The reassigning of supervisors and social workers added to relationship problems. In communities where integration began before the state could make the "forty-eight-hour payment" mentioned above, there was the problem of balancing the two different tempos, the local programs having been geared to meet emergencies.

There were staff problems, too, in adjusting or facing two different work-days and work-weeks. In most places they were solved by having the state staff conform to local hours, but always meeting the state civil service requirement with respect to the minimum number of work-hours in the week. Salary differences presented some problems but they were relatively minor, because the state, which reimburses local communities for 70 percent of the salaries of the personnel involved, had been using its own pay plan as a basis in determining the maxima on which such reimbursement is made. In no situation did integration cause the lowering of salary for local or state staff. The salaries of some local workers were increased.

In the transition period, staffs continued to focus their attention on the persons whom the programs were established to serve. Each district staff met with the local director and the state supervisor, faced the steps which had to be taken, and proceeded to take them. Territories were outlined, social workers selected for them, and case loads assigned. Planning for actual transfer of applicants and recipients from one worker to another was done with appreciation of the meaning to individuals.

Both clerical and social work staffs were impressed with the responsibility involved in carrying through from program to program toward a social objective. But the competence of the individual staff members which had for some time been consistently growing as a result of the state's staff development program was submitted to an acid test. The relative comfortableness of clerical staff and social workers which had been felt in familiar programs was lost for a time. It began to return as concentration was placed on the ten objectives of the broad public assistance service program. These objectives revolved about such concerns as the consideration of each individual in relation to the total family unit; the right of all persons to at least minimum material security, regardless of race, color, creed, political belief, residence, employability, age, and other factors; the right to be informed of how to obtain such security; the right of all persons to make their own choices, decisions, and plans; the possibility of constructive service in the prompt and sound determination of eligibility to assistance.

As local staffs, in their consideration of these objectives, looked with fresh eyes on state administered programs, and as state staffs looked afresh on locally administered programs, they raised questions about outmoded policies, procedures, methods, and recommended changes, many of which have become effective.

Efficient Operation

Only when integration got underway was it possible to get a view of how much duplication of case records had taken place when local and state programs were administered through separate staffs. This duplication is not yet entirely eliminated. But it no longer exists in the dictation of the same case material. Nor is there any longer division of current material into separate case records. Actual consolidation of two old case records has not yet taken place to any great extent, but transcription in duplicate of dictated material solves some of the problem. There is less overlapping of correspondence and forms. There is less waste of many persons' time in the office, in the homes of applicants and recipients, in contacts with "collaterals," and in travel; there is less waste of equipment, space, and energy, and consequently of the money of the entire community.

Integration has brought under a powerful light many purposeless differences in the structure and organization of case records, of filing systems, and of reporting. They are now slowly melting away.

Under the present system, principles and procedures in personnel administration are similar in many respects in the local jurisdictions and in the state. Staff qualifications, classification, in-service training, compensation, leave provisions, tenure are comparable, although they are less formalized under the municipal administrations than in the state, where civil service rules.

The inclusion of the local staff under a merit system plan has not been completed but, from the beginning, local directors have urged their staff members to take the state civil service examinations. Many have done so and have "made" the appropriate employment registers. In some municipalities a special kind of position, called a "state-service" position has

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been created for those who are interested. The salaries of staff members filling such positions come partly (30 percent) from the city or town and partly (70 percent) from the state, but they are state-paid with local reimbursement.

Under the agreements, the municipal directors of public welfare continue to exercise authority in respect to the administration of general public assistance. In addition, they serve as consultants to the state administered programs. The state supervisors provide technical supervision to all social workers, both local and state, and continue their responsibilities in the administration of state programs. They are administratively responsible to the state area supervisors and, in the general public assistance program, functionally responsible to local directors.

At the beginning of the war when case loads were suddenly reduced, a few towns in which integration had not yet taken place found themselves with programs in which administrative costs were more than 100 percent of assistance costs. In order to remedy this imbalance, a plan was devised whereby the towns could dispense with their own staffs, hiring workers from the state on a 50 cents per case basis. The general assistance cases thus acquired were added to the regular case loads of the state workers for the area involved.

Most cities and towns have elected to administer their programs on a pre-audit basis. This fact has facilitated a close working relationship of municipality and state.

The "process of making whole or entire" has by no means been completed. Hopefully, it will always go on—like professional growth, and spiritual growth. Experience thus far encourages and stimulates the continuation of the process.

Financing Postwar Welfare

EWAN CLAGUE discusses the outlook for taxes, employment, fund raising. He is head of the federal Bureau of Employment Security.

NONE of us knows for sure what kind of world we shall have during the first five to ten years after the war is over. It is equally true that we cannot predict with any degree of assurance the economic conditions which will exist in the United States in that first postwar decade.

We do not even know whether we shall experience unprecedented prosperity for most of the period; such as that enjoyed by the United States in the 1920's, or suffer from a deep and prolonged depression such as afflicted Great Britain in the first decade after World War I. Within such a wide range of possibilities it is obviously mere guesswork to attempt to outline probable future events in any particular segment of postwar economy.

While there is such great uncertainty about what is going to happen, there is not much doubt about what people hope will happen. From all classes in our society has come an insistent demand for peak production, full employment, a large national income, and a higher standard of living for the nation as a whole.

Postwar Income

It has been estimated that under favorable conditions the net national income in the postwar years might be stabilized at $120 to $150 billion a year. An employer group, the Committee on Economic Development, has established a goal of 55,000,000 jobs after reconversion has been completed, while President Roosevelt, in his pre-election speech in Chicago, set the goal at 60,000,000 jobs. At the time the national defense program began in the spring of 1940, there were over 45,000,000 persons at work, and this was the highest number since the peak reached in the summer of 1929. Practically all postwar plans call for a spectacular increase in the number of persons holding jobs as compared to any previous period in our history, including even the present war period itself.

If we come anywhere near achieving these goals of employment and income, it might seem as if we should have an insignificant postwar welfare problem. Some people are looking forward (perhaps we should say, backward) to another period like the 1920's when public welfare expenditures were very small in relation to the national income, and when private social work, in some localities at least, carried an appreciable proportion of the total welfare load. Is there any hope that the "good old days" will return?

In my opinion, it is almost inconceivable that they ever will return. Even under the most favorable circumstances there will be increasing demands for social security and welfare expenditures arising out of individual and family needs.

Postwar Need

For example, we cannot overlook the fact that even in the present wartime prosperity there are hundreds of thousands of individuals and families who cannot support themselves, chiefly because of age or ill health. Public assistance expenditures throughout the country are holding up during the war even at a time when almost any employable person can get a job; for though the number of recipients has gone down, the average assistance payments have been increased to meet the rise in living costs. That the families needing and seeking public assistance during the postwar years will run far beyond present totals seems an almost certain conclusion, with the decrease in demand for labor and the stoppage of income previously available to support dependent persons.

In this connection we might remind ourselves that this nation has a gradually developing problem of the aged which is being concealed by the war, but which will burst forth as soon as the war is over. Literally millions of older workers, men and women, are now holding jobs which they will have little chance of retaining after the emergency. Even in the face of the gradual increase in the number of old age insurance beneficiaries, there probably will be for some years after the war a growth in the demand for old age assistance. Furthermore, there is likely to be renewed pressure from the Townsend group and those who favor a federal welfare program. It is hard to see how there could be anything else than a marked expansion in the demands and requirements of the aged after the war.

The needs of children and youth are likely to be greater after the war. Attention already has been called to the loss in education and training which is occurring because millions of young people are leaving school to enter the labor market or the armed forces. After the war many of these will want to resume their education or training, and they will require community assistance to do so.

A vast expansion in veterans' pensions and allowances can be taken for granted. The casualties in this war are already far in excess of those in the last. They will be greater still before victory is won. The number of veterans' beneficiaries and dependents will be high, and while these may be considered an ex-

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clusively federal responsibility, and therefore subtracted from state and local welfare needs, nevertheless, they will constitute a requirement for additional taxes of some kind.

Selective service statistics have stimulated public discussion of the health needs of the American people. This same outcry arose during the last war, but it died down afterward. This time it is not so likely to die down in the after-war years. It will be surprising if some provision is not made for greatly extended public health service.

Postwar Expenditure

Social security itself is likely to be further expanded. During the last election campaign its extension and improvement were advocated by both major parties. While this program finances itself through employer and employe contributions, it nevertheless does constitute a form of taxation which must be taken into account in postwar financing.

The conclusion to which I come is that there will be a great expansion of social security, public welfare, and public health expenditures in the decade after the war. It seems unlikely that the issue will take the form of a question as to whether we can afford to make such expenditures, but rather a question as to whether, as a nation, we can afford not to make them. This war has raised the standard of living of the poorest one third of the American people to levels which most of them never before experienced. Temporary unemployment, illness or accident will hardly be allowed to force the standard back to prewar levels.

It is unwise to stop at this point and just assume "where there's a will there's a way"—that the public will find somehow and somewhere the funds to finance services to meet these needs. Social workers and other groups concerned with the public welfare must devote more attention to the question.

So far as social security is concerned, the record shows no hesitancy on the part of the benefit groups to tax themselves for these purposes. In the recent debate over the increase in old age and survivors insurance contributions, labor leaders generally favored the increase.

There are even better illustrations elsewhere in the social security field. The workers in Rhode Island voted to pay a one percent contribution to establish a system of sick benefits, financed exclusively by employes. This system has been paying benefits for over a year. In several other states, employes have insisted on making contributions toward unemployment compensation in order to liberalize benefits, even though under the federal act no employe contributions are required and in neighboring states none exist. In the field of health, union groups have demanded the establishment of comprehensive health programs to be financed in part by contributions of the workers. These illustrations seem to demonstrate the fact that the people are willing to tax themselves for programs in which they have faith.

In public welfare and public health, the case is not so clear. Since the funds for these expenditures come out of general revenues—federal, state, and local—their financing is usually discussed as a part of the general problem of taxation. (There are, of course, numerous illustrations of state and local governments assessing special "earmarked" taxes for public welfare purposes; among these are liquor taxes, racing taxes, and so on.)

Postwar Taxation

Perhaps the basic question then becomes: What will be the general level of taxation in the postwar years? It has been suggested that as much as $27,000,000,000 a year may be required for the minimum financing of federal, state, and local governments after the war—and without as much allowance being made as I have suggested here for social security and welfare expenditures. What is the prospect that we can raise such a sum of money annually? No one contends that the present wartime tax rates will or can be continued in peacetime. A normal, free enterprise economy probably could not operate very successfully under some of the taxes which now are imposed. Nevertheless, it might be well to bear in mind that all levels of government are, during the war, raising a total which is approximately twice this figure of $27,000,000,000.

If anything like the present national income is successfully maintained during a postwar period, tax rates could be much reduced and still guarantee to federal, state, and local governments adequate funds for financing expenditures. I see no reason to believe that it would be impossible to raise sufficient funds through taxation both to balance the budget in good years and to provide necessary public services at all times.

In stating the issue thus categorically, I would not for a moment assume that this will be an easy task. When the fervor of the war is over, and when various groups and classes are jockeying for postwar economic positions, it will not be easy to devise an ideal tax structure which would raise sufficient revenue on the one hand and, on the other, distribute its burdens equitably among all groups. The danger is that group pressures may distort the tax structure and so reduce revenue, with the further result of discouraging governments from trying to build sound and adequate budgets.

Postwar Contribution

Private social work must find its place in this new postwar economy of large governmental expenditures, high taxes, high national income, and reasonably full employment. (These are the assumptions of this discussion.) Several things should be clear.

First, private social work, even though it should be larger in scope than at any previous time, will not loom large in financial terms in relation to the whole field of social welfare. Adding together the amounts raised in 1944 for the National War Fund, the American Red Cross, Tuberculosis Association Christmas seals, March of Dimes, and other such funds, the total would be in the neighborhood of $500,000,000. This is scarcely more than 0.3 percent of the national income. Even if this same amount were to be raised during postwar years, it would represent only a minor fraction of total annual welfare expenditures. In other words, it is public social service, not private, which will take primary responsibility for the job to be done.

Second, for raising contributions in such amounts from private sources, private social work will have to look (as it is already doing) to the masses of employed workers and their families. In prewar days we expected a considerable proportion of the fund to be raised by contributions from large givers and from corporations, and we still rely heavily on them today. But, in the future, the proportions from these sources probably will be less. Certainly the favorable wartime conditions, with 90 percent excess profit taxes, will not continue.

Third, private social work will have to develop its appeal for funds on the basis of rendering specialized service which is developmental in character and supplementary to the job done by the public agencies. It is likely the old appeal of simple basic human want will be offset to a considerable degree by government action. The experience of the war has indicated that there is a public response to the newer type of appeal, and there is every reason to think that it can be carried forward into the postwar world.

In sum total, there does not seem to be any reason for private social agencies to take a discouraged view of the future. A fundamental need for their services will exist after the war, and the resources required to meet those needs should not be too difficult for the American people to raise by private giving, with a high level of employment and hence of income to offset high taxes and large governmental welfare expenditures.

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A Town That Is Good to Live In

SHERWOOD GATES, Office of Community War Services, describes how Decatur made recreation available to all of its citizens.

THERE is no typical town, U. S. A. But the recreation division of the Office of Community War Services regards Decatur, Ill., as offering a pretty good sample of developments in the recreation field. Here one can find the record of what has happened, is happening, and is going to happen to a number of cities, as the leisure time interests of people increasingly become a public concern.

Recreation is one of the fronts in American life which is due for marked change and expansion. It is chalked off for much social exploration and, let us hope, for high adventure. The democratization of leisure and opportunities to use it, though long on the way, are far from being realized in towns and cities. The experience of such a city as Decatur, whose citizens have espoused recreation in its broad and comprehensive sense as an essential part of good community life, and have found ways of making it available to all its citizens, has valuable, and we like to think, prophetic implications for communities in other parts of the country.

So Look at Decatur

Decatur lies almost midway between the Atlantic Ocean and the Rocky Mountains in the very heart of Illinois, forty miles due east of Springfield.

Decatur has felt the repercussions of war without becoming a boom town. One large caterpillar tractor plant has been added to its industries, another large "mystery" plant has been set up, and some established plants have "converted."

Although Decatur also has James Milliken University it is not, strictly speaking, a college town, any more than it can be termed a farm town or an industrial town. On Saturdays, when the downtown streets are crowded with factory workers and college students and farmers doing their shopping, the mixed pattern of Decatur's living speaks for itself.

Population, which in the 1940 census for the city proper was 59,305, has increased a little more than 3,600 since the war. Negroes represent about 3 percent of the total population — an established stable group. There is a small foreign-born element, largely German.

Average family income is $2,502 a year, which is $313 per family above the average for the state of Illinois. There is no evidence of great wealth, few luxurious homes; nor on the other hand are there any poverty-blighted slums. Some families of both races are housed in substandard dwellings.

In order to illustrate the ten points it has drawn up as essentials of a public recreation program, the recreation division of the Office of Community War Services is issuing a pamphlet, "Community Recreation Comes of Age—the Story of an American Town," which describes the growth of public recreation in Decatur, Ill., and is based on a field study. Here a member of the division's staff presents a digest of the report.

Influence of the Past

Recreation in Decatur springs out of the prairie soil and bears the impress of the pioneers. Fiddlers and callers for the popular square dances, though they may wear the blue jeans of the factory worker, have moved into town from nearby prairie farms and villages, bringing with them an art handed down from pioneer forebears. There is a homespun quality about much of the recreation of this Illinois town, for example, the way neighbors come together for corn and weiner roasts in the parks. The yearly Christmas and Hallowe'en festivals are those of the frontier community expanded and adapted to the life of a modern city.

The beginnings of community recreation in Decatur were very much what they are in many places. A railroad YMCA, established because the Wabash Railroad shops were located there, organized six boys' clubs in a congested part of town. Baseball and boys being synonymous and a place to play essential, a vacant lot was cleared of tin cans and rubbish and converted into a neighborhood playground. A mothers' club lent a hand in getting needed equipment. The "Y" director supervised the play lot. Neighbors who expected brawls and broken windows found the playground a blessing.

From this privately sponsored project (begun in 1911) to publicly sponsored playgrounds (two were opened in 1913) was a logical step. The first playground appropriation was $150, with $125 from city funds and $25 from the school board.

First Community Center—1915

When the boys' clubs outgrew the playfield they had used, a public-spirited couple living in the vicinity offered part of their property, known as The Pines, for use by the clubs. The following year —1915—the entire property, including the home, was turned over to the Railroad YMCA for community activities. It was the beginning of community centers in Decatur and established the idea of year-round recreation. The Pines became a center providing recreation, crafts, club programs for all ages. It boasted a thirty-five piece boys' orchestra, a fine garden, a canning plant, athletic fields, swimming and wading pools, workshops, sewing rooms, and clubrooms. It was supported by the Railroad YMCA, by donations from clubs and individuals, and later by funds from the community chest.

That early community center helped to make communitywide recreation popular and to set the pattern for a broad range of activities for people of all ages.

The Idea Spreads

The Park District Board was created in 1924 and, from the first, the development of parks was for the purpose of extending recreational opportunities and facilities. The purchase of lands adjacent to schools to be converted into play areas resulted in making most of the schools neighborhood play centers.

Recreation in Decatur went through all the usual struggles and difficulties, but it had the one asset of popular concern and backing. As interest in playgrounds mounted and funds from park board, schools, and community chest became insufficient, members of the Parent Teachers Association staged tag days and collected money on the streets. By 1927, Decatur had increased the number of its playgrounds and leaders and was rated the fourth city in Illinois in recreation.

A Community Recreation Association did much to stimulate interest in recreation. Among other things, it promoted the idea of a tax levy for recreation. After two defeats, the referendum measure was carried in 1935 by a large majority. In the meantime the idea of recreation had become widely contagious. The concept of a public recreation program was broad, and when with the depression the idea of work projects for the unemployed developed, Decatur's planning committee of

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TEN ESSENTIALS OF A PUBLIC RECREATION SYSTEM

1. *Know your community*—the character and distribution of population, the traditions, needs, problems, resources of the community.

2. *Pool your resources*—work together for full use of all potential assets—from public and private agencies, neighborhood groups, organizations, and individual leaders.

3. *Check your legislation*—determine what legislation you need and what you have; and then, if necessary, work to get laws that provide an adequate legal base. Authority to develop public recreation depends upon state and local laws.

4. *Establish a legal managing authority*—a responsible lay board with legal authority to administer the program, assuring recreation the community status it warrants.

5. *Get good leadership*—insist on a trained, full time executive, responsible to the board, on the job the year round, and subordinate leaders chosen with equal care on a basis of qualifications and training. Select and use competent volunteers within this framework of professional leadership.

6. *Make the most of existing facilities*—municipally-owned schools, buildings, parks, playfields and playgrounds, and water areas. These may be supplemented by use of privately owned property.

7. *Secure separate budget*—obtain a definite, adequate amount of public funds through special tax levy or other public appropriations, earmarked for the sole purpose of community recreation.

8. *See that your program is communitywide, year-round, has broad appeal* — with interests for young and old, indoor and outdoor activities, sports, athletics, games, music, arts, crafts, drama, lectures, forums, social recreation, and community events.

9. *Maintain public partnership* — keep popular opinion abreast of your program. Use all media available to interpret community recreation and win public support for it.

10. *Plan for the future*—make a place for recreation in long-range town planning. Good planning should include not only physical facilities but also program, leadership, and finance.

the Recreation Association had a scheme for communitywide recreation calling for the expenditure of $153,000 to build new facilities and areas and expand the program. So thoroughly had the soundness of its early achievements been demonstrated that the project was approved for $150,000.

From this point on, recreation swept through Decatur like the winds off the prairies. People young and old found new interests during those trying days. A little theater group was started, an art shop, dancing classes, forum clubs. Twelve school and church gymnasiums were opened for public use. Twenty summer playgrounds were operated, with forty directors. A day camp was opened.

Coming of Age

In the 1935 referendum for a tax levy, the state maximum, then two thirds of a mill, was voted. With this backing, recreation in Decatur reached its maturity.

When WPA funds were withdrawn from the Decatur recreation program—at the beginning of 1943—the department again was ready. Another referendum was held and Decatur citizens voted to increase the tax support of recreation from two thirds of a mill to one and one third, the present state maximum. The result was that, although federal aid had been withdrawn, the budget was actually increased. So firm was the program's hold upon public enthusiasm that there was no question of a contraction of funds and activities.

For 1943-44 Decatur, with a population around 60,000, had a public recreation budget of $48,222.20. This did not include funds for maintenance of school board and the park board areas.

Seventy percent of this budget went for leadership and supervision. At the head of the recreation department has always been a competent superintendent, trained in the field of recreation, whose main interest lies there. Assistants, directors of centers, activities, and playground leaders also are selected on a basis of education, training, and experience. Most leaders are college graduates. Some assistants are employed who are in college or have had long experience as participants in the program. The salary range is $3,000 for supervisory workers; $2,500 for recreation center directors; $2,000 for recreation leaders. Summer playground leaders are paid from $25 to $40 a week. Session leaders are paid at the rate of $1 an hour. Minimum starting salary for the superintendent was $3,600.

Decatur has plenty of space for play and outdoor life. It is truly a city of parks, so planned that there are areas, large and small, near and distant, providing for a wide range of activities. In all, there are 1,200 acres of parks, double the national standard. The damming of the Sangamon River has created Lake Decatur, thirteen miles in length, which affords swimming, sailing, and motor boating. On the lake are a municipal bathing beach and piers, harbor, and boathouse. Nelson Park, adjoining the lake, has an eighteen-hole golf course, athletic fields, pavilions are picnic areas.

Good for Everybody

The true significance one draws from the achievement of a city like Decatur is that recreation plays a large part in making a town that is good to live in—good for citizens, good for business, good for children to grow up in. That Decatur has had no marked juvenile delinquency problem, while so many other cities in the country have, may or may not be attributed to the fact that its young citizens had plenty to do in their spare time. When agitation started for a teen-age center similar to those which have sprung up over the country, the teen-agers were discovered to be so busy with their accustomed round of good fun that it was hard to find time when they would be free to patronize a center of their own. When such a center was finally decided upon, it was significant that it was voted to set it up under the recreation board.

One may foresee a time when publicly supported recreation is as generally accepted as publicly supported education, health, and welfare; when town planners consider space and facilities for play as an inseparable adjunct to good housing and good public utilities.

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THE COMMON WELFARE

THE NATIONAL CONFERENCE

In hardly more than a week after the Office of Defense Transportation officially frowned on all large meetings and conventions, the executive committee of the National Conference of Social Work was well into plans for a project to substitute for the Milwaukee meeting of the conference, which was, of course, called off. So far, these plans have not fully jelled, but they hold real promise of actually achieving an interesting reversal of the nature of things by bringing the mountain to Mohammed. If the social workers cannot come to the conference, reasoned the executive committee and Howard Knight, conference secretary, then the conference will go to social workers. And it may be that this buoyant reasoning will result in more social workers benefiting from conference stimulation this year than ever before, for instead of one conference there may be as many as fifty or a hundred.

The National Conference office is preparing to promote local meetings in as many cities as possible, all to be held on one of the days during the week originally scheduled for the conference—May 27 to June 2. These meetings would be set up on a community basis, and no attempt would be made to draw attendants from any farther than commuting distance. Every community where there is responsible leadership interested in promoting such a meeting will be eligible to receive advisory service—by mail—from the National Conference, (82 North High Street, Columbus, Ohio).

As plans go now, the conference will proceed as rapidly as possible with the publication of its 1945 Proceedings—for many of the Milwaukee papers have already been written—and the book will probably come out early in the fall. But long in advance of publication, a list of the papers selected by the editorial committee will be made available to local groups planning conferences. Each group will then be free to choose the six or eight of most value locally, and have the manuscripts forwarded in plenty of time for program planning. The chosen papers could either be presented in full by readers, summarized, or distributed before the conference in mimeographed form and used as the basis for conference discussion.

And thus out of the adversity which has cut off transportation for accustomed travelers may emerge a formula for bringing conference advantages to those who have never found travel in their working schedule, and the National Conference will achieve a long time goal of reaching social workers at the grass roots.

Among numerous other national agencies to cancel scheduled conferences are: the Boys Club of America, the National Urban League, the National Federation of Settlements, the Community Chests and Councils, Inc., and the United Office and Professional Workers of America, which had planned to hold a National Social Service Conference. The Community Chests and Councils has also canceled all its regional meetings, as has the Child Welfare League of America.

The following state conferences of social work have called off plans for their 1945 meetings: Kansas, Missouri, Nebraska, New York, North Carolina.

A NEW CIVIC RIGHT

What may become the first sweeping state program to outlaw job discrimination "because of race, creed, color or national origin" was presented to the New York legislature on January 30. The three measures recommended by the Temporary New York State Commission Against Discrimination would establish, for the first time in the United States, the right to employment without discrimination as a "civic right." Further, they would establish a permanent state agency to protect that right; give the Attorney General power to assist and, if necessary, to supersede local enforcement officers in carrying out the provisions of the new laws and of existing laws against racial or religious discrimination; and standardize the language of all state anti-discrimination laws, so that some do not ban it because of "creed," others because of "color," and so on.

Under the proposed plan, the new five-man, salaried Commission Against Discrimination in Employment would be armed with powers "constituting in their aggregate the most complete equipment ever embodied in legislation anywhere on this subject." It would have authority to initiate the protection of employment, free from discrimination by conciliation, persuasion, and conference; and to enforce protection by "cease and desist" orders, issued after hearings and, if necessary, by court action and by criminal prosecution. The plan provides penalties of a year in jail, a $500 fine, or both, against an employer, a labor union, a fellow worker, or anyone else found guilty of discrimination in employment. The new agency would be empowered also to create advisory bodies and conciliation councils; to carry on research in its field and publish findings; to adopt rules and procedures; and to make investigations, hold hearings, and propose additional legislation to further its work.

The commission points out in its report that it has "not attempted to submit legislation covering all aspects of discrimination," but has devised "effective equipment for combating discrimination in the field of employment, where the economic consequence is most devastating and the prompt application of a constructive remedy is most feasible."

The commission holds, in the eloquent language of its notable report, that: "Discrimination in opportunity for employment is the most injurious and un-American of all the forms of discrimination. To deprive any person of the chance to make a living is to violate one of the most fundamental of human rights. Moreover, such discrimination is opposed to every sound principle of public policy and makes against loyalty to democratic institutions. . . . Social injustice always balances its books with red ink."

PARADOX

Present threats of a nurse draft throw a dramatic spotlight on the shortage of nurses in the armed forces. (See page 52.) And well they might for the situation is indeed serious, the army's quota of 50,000 nurses being 10,000 short and the navy needing 4,000 additional nurses by June 30. Yet, in the midst of this dire need, numerous qualified nurses who are willing and able to serve their country are being ignored by both branches of the armed forces.

The National Association of Colored Graduate Nurses estimates that there are some 9,000 registered Negro nurses in this country. But at this writing there are only 308 Negro nurses in the army and not one in the navy, though the navy has signified its intention of including Negroes in its nurse corps. This is no reflection on the patriotism of Negroes, for numerous nurses of this race who have tried to enter the services have been mysteriously classified as "unavailable" for the army or have received letters that "the navy does not accept Negro nurses." Their nursing association is now conducting a survey among thirty accredited Negro schools of nursing to learn some facts about Negroes in the Nurse Cadet Corps. The sixteen schools which have

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so far replied have had 1,600 cadets in their enrollments since 1940, not one of whom has received an assignment in a military installation.

The situation cannot be excused on the grounds of inferior qualifications, for in every state in the country colored and white nurses are subject to the same examinations for registry. Nor is it sufficient answer to handle it on a quota basis (limiting Negro nurses to the same ratio to Negro troops as there are white nurses to white troops), as the army has indicated is its intention. The question is not only one of providing Negro nurses with opportunities, but of providing wounded American soldiers, of whatever race, with proper care. Is there really any sick or wounded soldier who would choose death, blindness or life disfigurement rather than skilled care from hands that are darker than his?

HEADACHES AHEAD

Do state war chests have a postwar future? Probably not, was the sentiment at a conference of state representatives called by the National War Fund in New York last month. Only eight states testified that the matter was being given any consideration at all. And it was clear from the discussion that even in most of these, thinking on the part of state leaders was of a very tentative and uncertain nature.

On the other hand, hundreds of newly organized county war fund campaigns (distinct from established community chests) have included funds for local services in their goals. These are, in that respect at least, new community chests in small towns and rural county areas. North Carolina, one of the states which is looking towards the future, estimates that some $700,000 was raised for local services in counties that had never had prewar chests. Opinion at the New York conference seemed to be that many of these counties would continue joint campaigns for local agencies after the liquidation of the war appeals.

Growth of this trend toward joint financing in areas hitherto not covered by the traditionally urban community chests movement, has been even more than usually "like Topsy." State chests have given counties little or no help in determining what local agencies or services should be financed; in establishing admission policies; in setting up sound procedures for budget study or review; or in relating expenditure to need. State leadership has been concerned almost wholly with the war emergency campaign.

It clearly would have been unwise to let any interest in this long range spread of joint financing hamper the immediate effort to raise funds to meet war needs. Or for a state chest to "impose" policies on the county units. But the fact seems to be that the end of the war will find in existence an undigested mass of county and small city community chests—many of whose future headaches might have been avoided if state and national leadership had given them guidance towards sound organizational policies in the formative days. With continuance of state machinery, certain through 1945 and quite possible through 1946, there would seem to be still time to pave the way for postwar transitions. Unfortunately, that does not seem likely to happen.

TWO HUNDRED MILLION

Once again, next month the American Red Cross launches its annual campaign for funds to support its vast network of normal and wartime services. Originally announced for $180,000,000, the goal was increased to a round $200,000,000 early in the year. Past experience and the current temper of the American people give every assurance that the whole amount, huge as it is, can and will be raised.

Chief reason for the size of the goal as well as the strength of the appeal, lies in the Red Cross services to the men and women of our armed forces. Staggering figures have been compiled as supporting data—1,300,000 hospital cases helped in the last twelve months; nearly 11,000,000 food parcels packed for war prisoners; 3,500,000 families given assistance by home service; 775,000,000 surgical dressings made; 11,000,000 pints of blood donated since 1941—to mention only a few.

Figures such as these may be difficult to comprehend. But it is easy to grasp the concern of the American people over the human needs of which the Red Cross has become symbolical. And it is equally easy to sense widespread determination that these needs must be met.

HOUSING HEARINGS

The Senate subcommittee on housing and urban development will conclude its hearings this month. The subcommittee held a nine-day session in January and two more are scheduled. These last two days will be devoted to private industry, whose thesis—that private enterprise can take care of the country's postwar housing problems with the assistance of government but not in competition with it—has already been expressed. The question is, of course, just what constitutes assistance and what competition. That point has yet to be satisfactorily explained. The gentlemen who testify at this month's hearings will, probably, try to do so.

The nine days testimony, volumes of it, in January produced nothing startling in the way of new ideas. The interrelation of housing with other problems of postwar readjustment, and the dependence of all of them for a satisfactory solution on the achievement of full employment in an expanding economy, were not new ideas but were set forth most vigorously in the testimony of Secretary of Agriculture Wickard; Administrator of Veterans Affairs, Brig. Gen. Hines; and others. Secretary Wickard, for one, told the subcommittee that housing programs, in themselves, would never be enough to solve the farm housing problem. "The only broad and permanent solution," he declared, "can come through a combination of stable and adequate farm income and continuing industrial employment."

Consideration of the housing problem as a whole and not a special program for veterans was urged by General Hines, who told the subcommittee that the veterans would very much resent being treated as a class apart. General Hines has, of course, the administration of the loan provisions (for housing, farms, and business) in the GI Bill of Rights.

CIVIL LIBERTIES REVIEW

"Four major encouraging gains, all in race relations," are reported by the American Civil Liberties Union in its annual review of progress and setbacks of the American people in civil liberties.

On the plus side of its balance sheet, ACLU enters the decision of the Supreme Court opening the Democratic white primaries in the South to Negroes; the same court's ruling against forcible detention of Japanese Americans, and the army order permitting their return to the West Coast; the continuation by Congress of the Fair Employment Practice Committee; congressional moves to make other Eastern people, as are the Chinese, exempt from the Oriental exclusion act.

Citing some progress toward racial equality in the armed forces, the report condemned continued exclusion by the navy of all Japanese Americans, and "unreasonable segregation of Negroes and others in both army and navy units."

Looking ahead, the ACLU listed as main issues in the field of civil liberties for 1945: the fight against the poll tax in Congress, in southern legislatures, and in the courts; amendments to the radio act to insure greater freedom of the air; extension of citizenship eligibility to Philippine, Korean, and East Indian residents; transfer of the power of censorship from the Post Office Department to the courts; readjustment to normal American life of the thousands free from relocation centers; provision for parole to useful work of conscientious objectors held in federal prisons.

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HERE IN WASHINGTON

SOME 70,000 RETIRED WORKERS have given up their social security benefits to return to work during the war and another 700,000 eligible for retirement and assistance have continued on their jobs, according to the Social Security Board. "These figures," commented Chairman Arthur J. Altmeyer, "reflect a will-to-work on the part of the American people that is an effective answer to those who say social security will only encourage idleness."

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HEARINGS ON THE NURSES' draft bill, HR 1284, are under way and, to date, committee members seem favorably disposed. Surgeon General Kirk's testimony made an impression, and the need for nurses in the armed forces is admitted even by opponents of the bill. The only question is whether or not a draft is the way to enroll them. The "bugs" in the proposal are not obvious and the emotional appeal is strong.

An Army Nurse Corps "fact sheet," released by the War Department on January 15, stated that of the 42,000 nurses in the Corps, 62 percent are serving overseas, or are assigned to overseas units, leaving 38 percent here at home. "General military hospitals in this country are reaching capacity loads. Nurses overseas not only must have help, but those who have served two and three years abroad are entitled to relief and rotation home."

Action taken by Surgeon General Kirk on January 23 undoubtedly will provide more nurses for the armed forces, though it seems certain to play havoc with civilian nursing. The Surgeon General instructed all service commands to disregard classifications in recruiting nurses—in other words, to take them, no matter how essential their civilian position may be. This practically eliminated from the picture the Procurement and Assignment Service for Nurses of the War Manpower Commission, which till then had had responsibility for both civilian and military nursing.

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SENATOR ROBERT F. WAGNER of New York is re-writing his social security bill but expects to have it ready for the Senate hopper in the near future. In the meantime, however, Senator Arthur H. Vandenberg of Michigan has introduced a resolution calling for a full study of the subject by the Joint Committee on Internal Revenue Taxation, which would not have to report back to Congress until October 1, 1945. If the Vandenberg resolution is approved, it is highly doubtful whether the Wagner bill will be considered until after the report is received.

On the House side, Representative John D. Dingell of Michigan has reintroduced his bill of last year and is pressing the Ways and Means Committee for a hearing. The new bill, HR 395, would have right of way since, under the Constitution, revenue measures must originate in the House.

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IN HIS FIRST REPORT UNDER the War Mobilization and Reconversion Act of 1944, Director James F. Byrnes renewed his recommendations that unemployment benefits for civilian workers be liberalized.

He also stated: "We face the end of the war with a housing shortage, the relief of which should assist materially in providing immediate employment. I am sure that Congress will want to consider the extension and liberalization of the several measures in existence when war was declared to assist home builders in financing such construction."

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THE NEW CHAIRMAN OF THE House Committee on Un-American Activities (the former Dies committee) is Edward J. Hart of New Jersey. It was definitely a political appointment designed to please everyone. Representative Hart, a Hague man, is anything but a flaming liberal and yet he has consistently supported the Administration even on issues viewed with alarm by the conservative crowd. His nomination to the chairmanship was a defeat for Rankin of Mississippi, who wanted the post himself, even though it is only a minor committee. Other Democratic members of the committee include Mr. Rankin who, no doubt, will be the star performer in its future deliberations; J. W. Robinson, Utah; J. Hardin Peterson, Florida; Herbert C. Bonner, North Carolina; John R. Murdock, Arizona. Republican members are J. Parnall Thomas, New Jersey; Gerald W. Landis, Indiana; Karl E. Mundt, South Dakota.

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LEGISLATION PROPOSING TO CONvert President Roosevelt's campaign promise of 60,000,000 jobs into reality was introduced on January 22 in a bill sponsored by Senators Murray, Wagner, Thomas of Utah, and O'Mahoney. The measure was outlined in December in a report of the war contracts subcommittee of the Senate Military Affairs Committee of which Senator Murray was chairman. It proposes, in brief, a national production and job budget, to be prepared by the President and submitted to Congress at the beginning of each regular session, indicating estimates for each fiscal year of the size of the labor force and the aggregate volume of investment and expenditure. The President would propose programs designed to take up any probable labor slack. As written, the measure looks to the cooperation of industry, agriculture, labor, local, state, and national governments in fostering free competitive enterprise and assuring full utilization of the country's resources.

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REPRESENTATIVE JERRY VOORHIS of California is sponsoring a bill which would make available all the educational provisions of the GI Bill of Rights to veterans without regard to age. The proposal was agitated in the final session of the last Congress and probably will be approved by the 79th. Under the present scheme, certain educational benefits are open only to veterans who are under twenty-five at the time of their induction.

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SENATOR CLAUDE PEPPER OF Florida will introduce a bill translating into legislation the recommendations for health centers of the subcommittee on wartime health and education. The recommendations were embodied in a report submitted by the subcommittee early in January and propose, briefly, that health centers be set up in every community as a first step toward solving the national health problem.

The proposed centers would fall into four classes—the community health center, the rural hospital, the district hospital, and the large base hospital. Existing public and private hospitals would be incorporated into the system and, where none exist, federal funds would be provided for their construction. In order to staff these facilities adequately, federal scholarship or loan funds would be available to medical and dental students. The subcommittee advocated some form of group financing.

The committee pointed out that full employment and adequate social security are "indispensable to a truly effective health program."

—Rilla Schroeder

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THE COUNTRY OVER

Among the States

Of the fourty-four state legislatures meeting this year, some convened early last month, a few will come together this month, and others will meet in the early spring. According to information from the Public Administration Clearing House, the Council of State Governments is recommending that the legislators use this opportunity to bring their maximum unemployment insurance benefit payments up to $20 a week for a period of twenty-six weeks. The council has also suggested that the states consider administrative methods of extending coverage to employes of small businesses (employing less than four or eight persons), to workers in agricultural processing industries, and to maritime workers.

Nine states—California, Illinois, Maryland, Michigan, Minnesota, Utah, Wisconsin—already pay maximum unemployment insurance benefits of $20 or more; while twelve have set their maximum duration periods at twelve weeks or longer.

The U. S. Children's Bureau has also made recommendations to the convening state legislatures, particularly in respect to child labor laws. The bureau asks the states to set a sixteen-year minimum age for employment during school hours and for employment at any time in connection with manufacturing or mechanical establishments. To meet with possible objections to the raising of child labor standards during the period of war production, the bureau suggests that the legislation might be passed with deferred effective dates, such as the date of the termination of war hostilities.

Governor's Message

In his address at the opening meeting of the Pennsylvania legislature last month, Governor Edward Martin made several recommendations of a social nature to the state's lawmakers. Among them were: liberalization of workmen's compensation, unemployment compensation and occupational disease laws; legislation to stop the pollution of streams; provision for low cost housing; a mandatory requirement of periodical physical examinations of school children. The governor also recommended that public assistance in the state be decentralized "in keeping with the concept of local responsibility." At present, Pennsylvania is one of the few states which has assumed full responsibility for the administration of all forms of public assistance, including general relief—and consequently has uniform standards throughout the state.

The governor's $668,417,081 budget contained the following items, among others:

Public Assistance	$88,220,000
Health (including sanatoria)	11,869,000
Welfare (departmental)	883,700
Welfare (institutional)	49,280,000
Welfare (subsidies)	11,145,925
Parole Board	1,069,000

In addition, a $205,735,000 item for postwar projects included $12,325,000 for the health department to go toward sanatoria, the crippled children's hospital, a central laboratory and correction of stream pollution; and $15,735,000 for the Department of Welfare, for construction and major improvements in penal and correctional institutions.

Indiana Prospects

In Indiana the state legislature, which convened in early January, had hardly been in session more than a week before several bills connected with the operation of the state's welfare programs had been introduced. One would abolish all present county welfare boards and provide a new method of board appointment. Another would abolish the present five-member, part time, policy board of the state welfare department in favor of a three-member board (not more than two of the same political party) that would make and administer all the department's policies. Members would be appointed by the governor and in turn would appoint a director, subject to approval of the governor. Because of the possible disruptive influence of such "divided executive control" this bill is being vigorously fought by social workers' organizations, the League of Women Voters, and representatives of organized labor.

According to the Welfare Legislative Information Service—jointly sponsored by the state conference on social work, federation of social work clubs, association of county welfare directors and state chapter of the American Association of Social Workers—the legislature is expected to place its main emphasis on postwar economy and on aid to returning war veterans. The information service also predicts that the lawmakers will provide for state aid to communities for combating juvenile delinquency; and will boost maximum unemployment compensation benefits from $18 for 18 weeks to $20 for 20 weeks.

One bill, which conflicts with the official platform of the American Public Welfare Association (see "Public Welfare Faces the Future," by Kathryn Close, *Survey Midmonthly*, January 1945), would raise state residence requirements for general relief from two to five years and would establish a minimum township residence requirement of one year.

Jurisdictional Reform

In Minnesota, the State Conference of Social Work is concentrating its legislative efforts on one goal—abolition within the state of the administration of relief by any level of government less than a county. To this end a bill has been prepared for the state legislature by the conference. Though it would except "cities of the first class," the exception actually would apply only to Minneapolis, for Hennepin County in which that city lies is the only county still under a system of township relief administration that contains a city of the first class.

Among other social measures to be introduced in the 1945 legislative session are bills: to raise or remove the present ceilings on aid to dependent children (now $23 for the first child and $15 for each additional child); to fix the minimum age of employment (except by parents) for children in agriculture at fourteen years and in manufacturing and manual labor at sixteen; to provide separate institutional space for treatment of psychotic children, of the feebleminded, and of senile psychotics, and to provide new modern hospitals for the mentally ill; to establish a Youth Correction Authority for the rehabilitation of youthful offenders; to provide state aid to counties for establishing and maintaining public health nursing programs.

Plans in Idaho

In Idaho, a bill to provide for the licensing of foster homes and day care homes for children is ready for the state legislature. The bill provides that the commissioner of the department shall set up standards for such homes and shall see that those to which licenses are granted shall be reinspected semi-annually or oftener.

Besides backing the licensing bill, social workers in Idaho are urging the appointment of a legislative committee to make

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a study of the state's laws as they relate to children, with recommendations for improvement.

Child Welfare Program

Fifty statewide organizations in Kansas are represented on the Kansas Council for Children, which is presenting the legislature with a program to bring up to date state laws affecting children. Its proposals include: Revision (the first since 1905) of the Juvenile Code—the body of laws relating to court procedures involving children; encouragement, through adequate financing, of the use of foster home placement as an alternative to institutionalization; provision for better supervision of children on probation; the licensing of children's agencies and boarding homes by the state boards of health and social welfare; improvement of adoption laws; increasing the facilities of the Receiving Home; the establishment of a treatment center for mentally and emotionally disturbed children; increasing facilities for the care of the feebleminded.

In addition to its legislative proposals, the council has prepared six recommendations for submission to the Board of Social Welfare. They urge: a closer relationship between the county welfare departments and the judges; enlargement of the State Department of Child Welfare to provide an adequate staff for statewide home-finding services; installation of an adequate parole program for children released from state institutions; inclusion in the admission requirements of institutions of a complete case study of the child to be furnished by the committing judge; provision for clinical examinations and investigations at the Receiving Home; provision of adequate personnel—including psychiatric and psychological experts, teachers and supervisors—for each children's institution.

In Print

The Legislative Reference Service of the Library of Congress has just issued the seventh report of its State Law Digest, under the title "Current Ideas in State Legislatures, 1942-1943." Summarizing state legislation for that biennium, it includes sections on: federal-state relations; state and local governments; social and police measures; court administration and property rights; health and welfare; education; conservation and agriculture; labor; business, industry, and professions. Price 15 cents from the superintendent of documents, Washington 25, D. C.

The Public's Health

Plans are being formulated for a nationwide survey of facilities and personnel needed to assure health services for all mothers and children. The survey is to be undertaken by the American Academy of Pediatrics, with the help of the U. S. Public Health Service and the U. S. Children's Bureau. Full endorsement of the project was given last month at a conference in Washington of physicians and other professional workers who are serving as the Children's Bureau's advisory committee.

Among the data to be collected state by state are statistics on the distribution of children in rural and urban areas; the number of pediatricians and general practitioners; hospital beds; health centers; prenatal clinics and child welfare conferences; county and district health departments; public health and pediatric nurses; and other relevant information. Facts about the methods and rates of pay of professional personnel will also be gathered.

At this same conference, the Bureau's advisory committee approved the position recently taken by the Academy of Pediatrics to the effect that financing of any extension of medical services for children "cannot be reduced to 'any one simple formula,' but may be provided for by payments to the physician by the family, by voluntary or compulsory insurance plans, or by tax supported local, state or federal programs."

Jaundice

A "jaundice commission," under the U. S. Army, which has been working in Naples for more than a year, recently announced its conclusion that the disease is caused by an exceptionally tough virus, living in intestinal waste matter and transferred through filth. Col. Marion H. Barker, who has been directing the commission's studies, says that the virus has not yet been isolated, but that its isolation is now only a question of time. According to *The New York Times,* there have been more army "casualties" in Italy from jaundice than from deaths and wounds at the front. Moreover, in the United States the disease is increasing at such a rate that in many states it has been made reportable. In Italy, the army has cut the incidence and severity of cases by one third—through more careful sanitation and early recognition and care.

Uncle Sam's Babies

Speakers at the twenty-seventh annual meeting of the Maternity Center Association in New York City last month contrasted the maternal mortality rate for 1944, the lowest in our recorded history, with the high rate during the first year of the association's existence at the time of World War I. Hazel Corbin, director of the association, gave much credit for today's low rate to the Emergency Maternity and Infant Care program, two years old on March 18. [See "Maternity Care for Service Men's Wives" by Dr. Martha Eliot, *Survey Midmonthly,* April 1943, page 113.]

Dr. Martha Eliot, associate chief of the U. S. Children's Bureau, which is responsible for the administration of EMIC, pointed out that in the first twenty-one months of the program 645,000 wives and babies of servicemen have been accepted for care. In each of nine states, over 20,000 cases have received care, New York State leading with 58,000 cases and California following with 42,000.

Dr. Eliot named the strengths of the program as the completeness of the care available; the lack of a means test, which has simplified administration; the requirement of only one report per case from the attending physician; and the cooperation of the army in putting an announcement of the program in each allotment envelope and in asking every man before he goes overseas whether he is married and going to have a baby. She said that minimum EMIC requirements for maternity homes have helped to raise standards of care throughout the country. Weaknesses of the plan, she said, were that it covers only the four lowest pay grades; is limited to wives, thus offering no service to unmarried mothers and their children; does not provide for the wives and babies of recently discharged men; and is limited by inadequate maternal and infant care facilities in many sections of the country.

$500,000 vs. Leprosy

The American Mission to Lepers has launched a drive to raise $500,000 for a five-year postwar program for the treatment and prevention of leprosy. The program will provide for the establishment of training centers in eight countries in Asia and Africa, where native personnel will be taught to combat the disease. "Thousands of young children are contracting leprosy" announced Dr. Eugene R. Kellersburger, general secretary of the mission, "due to unprecedented mass movements and pitiful eco-

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nomic conditions . . . as a result of war. With so many of our men overseas exposed to regions where leprosy is prevalent, it is important that more attention be devoted to the problem." He added that leprosy is only mildly contagious and not hereditary and can be stamped out if treated as a public health problem.

New Foundation

The Pediatric Foundation, chartered as a non-profit membership corporation last year, with offices in New York, recently inaugurated a *Bulletin,* the first issue of which appeared in December. In this, the organization announced that its broad concern is with fields of mental and physical health in infancy and pre-school years, for which services are at present inadequate. It summarized its immediate objectives as efforts to "stimulate the provision of . . . facilities for the care, treatment and education of child victims of cerebral palsy and rheumatic fever."

For Garment Workers

A health and vacation fund covering 80,000 dressmakers is now in operation in the New York City area. Creation of this fund through employer payroll contributions of 3½ percent was provided for in a collective agreement eight months ago between the employers in the area and the International Ladies Garment Workers Union. The fund already amounts to approximately $3,000,000 and is expected to yield $4,000,000 annually. Benefits will include hospitalization, medical services, illness disability payments and aid to the tuberculous. Paid vacations are to be combined with the health program. An eye examination, with corrective treatment and eyeglasses furnished free of charge to those workers who need them, is one of the first fund projects. Employers and union have jointly announced that this program is "testimony to our joint concern for the health and welfare of the workers who are the backbone and foundation of our industry . . . part of our joint program of building our industry, protecting our standards and equipping our market to meet the new developments that will confront us after the war."

Health Officers

The U. S. Public Health Service has announced examinations for appointment of medical officers and nurses in its commissioned regular corps. Interviews began on February 5. Written examinations are scheduled beginning April 23. For information and application blanks write the Surgeon General, U. S. Public Health Service, Washington 14.

Hospital Survey

Last month 6,500 American hospitals began a survey to determine the extent to which examination of patients for tuberculosis is a part of regular hospital admission routine. The survey is sponsored by the American Hospital Association's Council on Professional Practice, which is attempting to persuade hospitals to adopt the practice. Said Dr. Hugo V. Hullerman, the council's secretary, ". . . since one person in ten makes use of his hospital at some time during a year, a nationwide program of hospital examination would reach most of the country's population in a few years, including many who would not be included in employe surveys."

British Health Films

Two new films, "Psychiatry in Action" and "Back to Normal" have been added to a varied list available from the film division of British Information Services, 30 Rockefeller Plaza, New York 20. The film on psychiatry is a detailed account of the administration of a special hospital set up in England for the treatment of war neuroses. "Back to Normal" shows the part played by modern science in the making and fitting of artificial limbs for disabled persons. Other 16 mm. films: "Man Wounded," "Health in War," "Blood Transfusion," "Malaria," may be either bought or rented from the agency's film division.

Retiring

Last month, Mabel Thorp Boardman retired from active duty on the central committee of the American Red Cross and from her position as secretary to the national organization. Miss Boardman has been one of the guiding spirits of the Red Cross since 1900, and her leadership has had much to do with the direction of the organization's growth. During her years of service on the central committee the agency established its nursing service, its first aid service, its town and country nursing service, and its life saving corps; greatly expanded its chapter work and disaster relief services; and developed its numerous wartime undertakings of this and the last war. Miss Boardman will continue her Red Cross association as honorary secretary and honorary member of the central committee.

Births and Deaths

According to the Metropolitan Life Insurance Company's *Statistical Bulletin* for November 1944, birthrates among the foreign-born are no longer above the average for the country as a whole. In 1920, the birthrate among foreign-born white women, ten to fifty-four years old, was 50 percent higher than that of the native-born. By 1930, the rate was only 17 percent greater; and by 1940, the rate was 49.5 per 1,000 among the foreign-born and 50.7 among the native-born. Concurrently, the deathrate among foreign-born persons has steadily decreased. In 1900, it was 20 percent above

One harbinger of spring that gets through the sleet and snow even before the first robin is the announcement of the Easter seal sale sponsored by the National Society for Crippled Children. This year the sale will be conducted from March 1 to April 1.

Among the activities to be sponsored by the seals is a study on convalescent care covering: examination of needs; coordination of hospital treatment and care; the physical effects of long bed rest; the use of activity and recreation during convalescence; and the social effect of institutional residence.

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that of the native-born, but by 1940 the foreign-born and native-born deathrates were almost equal: 10.9 and 10.3 per 1,000 respectively.

The New York City Board of Health and Neighborhood Health Development, Inc., have issued a new handbook containing data on births, deaths by causes, communicable disease rates, and other statistics. The information is broken down according to the various sections and neighborhoods of the city, and rates vary widely from borough to borough and area to area. Authorities expect the handbook to be helpful in working on district health and housing problems in postwar New York.

Psychiatric Nurses

In affiliation with the Toledo State Hospital School of Nursing, the School of Nursing at Western Reserve University in Cleveland has announced a program of advanced training in psychiatric nursing for graduate nurses. This program is in response to the need for nurses experienced in the care of the mentally ill, to the growing demands for such nurses brought on by war-induced mental illness, and to the need for psychiatric personnel in Ohio, which will be increased by Gov. Frank J. Lausche's program of expansion of state mental institutions.

Medical Care

Health insurance, aid for hospitals, and other medical care proposals are under consideration in several states. In California, organized labor, the governor and the medical societies are all involved in drawing up compulsory health insurance legislation on a statewide basis. A statewide compulsory hospitalization plan is under consideration in Rhode Island, and several health insurance bills have been introduced into the New York state legislature. In North Carolina, a State Commission on Medical and Hospital Care is making special efforts to solve the rural health problems of the state.

Labor Resolution

The Wartime Conference on Labor Health Security, held in New York City in December under the auspices of the health council of the American Labor Party and Trade Unions, adopted several resolutions on medical care. In addition to other statements, the delegates resolved: "that health security for workers and their families regardless of race, color or creed is as important to the welfare of labor as wages and hours, working conditions, and collective bargaining; that a comprehensive health insurance program should be part of the social security system and as such will implement 'Freedom from Fear and Freedom from Want' and accelerate American opportunities for the pursuit of happiness."

Parran Proposal

Dr. Thomas Parran, surgeon general of the U. S. Public Health Service, outlined a health program for the nation when he spoke in Detroit at the dedication of the new building of the United Automobile Workers, CIO, Health Institute. He advocated a program which would provide for the financing of medical care for the individual on a prepayment basis, as part of a program for total health care. The whole program, he said, might be based on a combination of insurance and tax aid, and would provide federal grants-in-aid to enable the states to build hospitals and health centers where these facilities are inadequate.

The UAW Health Institute gives diagnostic services to union members. Its facilities include examination rooms, a laboratory, equipment and rooms for X-ray, basal metabolism and electrocardiogram tests, and a medical library.

Surgical Plans

According to their journals, the state medical societies are going ahead with the organization of voluntary prepayment plans for hospitalized surgical and obstetrical care. The *Journal* of the Iowa State Medical Society reports that its House of Delegates unanimously approved the development of a medical service program for Iowa. "Chief opposition came from physicians whose practices are in rural communities situated at some distances from hospitals." *Northwest Medicine* (official journal for Oregon, Washington, and Idaho) prints an objective account of the nationwide health program of the Health Program Conference, but on another page says editorially: "The menace of state medicine hangs like a shadow over the medical practice of our country."

Seventeen county medical societies in the New York area have launched a "doctors' plan" to provide workers and their families with limited, prepaid, surgical and obstetrical service. The plan, United Medical Service, Inc., is open to individuals earning up to $1,800 and families with incomes not exceeding $2,500. Members are enrolled only in conjunction with Associated Hospital Service. This new plan is commonly regarded as a competitor of Mayor La Guardia's comprehensive Health Insurance Plan.

Split

Two branches of organized medicine have taken opposite stands on what their policy would be should a government-sponsored national health program be adopted. The Association of American Physicians and Surgeons is urging thereby endorse its pledge to refuse to doctors to join its organization and serve under any system of "politically controlled" distribution of medical care. The National Physicians Committee for the Extension of Medical Service, although vigorous in its opposition to government in medicine, repudiates the AAPS. In a circular sent to physicians, it takes "the unqualified position that doctors must serve within the framework of any system that is officially adopted as a national policy." It holds that "the menacing threat of state medicine can be avoided and the independence of the profession can be preserved only through constructive effective action to meet the crystallized demands of the public." Its program calls for the development of physician-sponsored industrial and insurance company limited service plans on a voluntary prepayment basis.

Youth

How delinquency and truancy can be reduced by cooperation between the school and its community is being demonstrated by the all-day neighborhood school program in two New York City schools. The program was proposed and sponsored by the Public Education Association (745 Fifth Avenue, New York 22), a citizens' group organized fifty years ago to work for the betterment of New York's public school system. The demonstration schools are located in high delinquency areas, one in Harlem, and one in Chelsea, a lower West Side district. The Chelsea school is open from 9 A.M. to 5 P.M., the Harlem school until 10 P.M., around the year.

The Board of Education has assigned six special teachers to each school to assist classroom teachers in integrating recreation, handcrafts, clubs, and other activities with the regular academic subjects. Parents and community agencies take active part in the program, and parents of

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both neighborhoods help raise funds for the summer activities. The Public Education Association serves as liaison between school and community.

Figures on reduction of delinquency and truancy in the two neighborhoods, and on such in-school problems as pilfering, cheating, defacing books and buildings, are impressive. As part of its fiftieth anniversary celebration, the Public Education Association held a one-day conference on the two demonstrations, with reports and panel discussions, in New York City on January 27.

Camden's Program

A parental guidance bureau and clinic was the first project of the Union Organization for Social Service, established in Camden, N. J., some months ago, under the leadership of the Industrial Union of Marine and Shipbuilding Workers of America (CIO). The bureau secured the services of a Temple University psychologist, and made arrangements with the juvenile court and the city police court to refer to it all cases of juvenile delinquency. According to a board of education report: "The number of children taken into court since the parent guidance bureau began functioning has been cut in half . . . commitments to the detention home have been reduced 40 percent." Although at first financed directly by CIO and AFL unions, the Union Organization for Social Service is now a member agency of the local community chest.

New Charter

The writing of an international children's charter, covering the war-created needs of Europe's children, will be an item on the agenda of the next full session of the International Labor Office conference, it was decided at the meeting of the governing body in London last month. E. D. Phelan, director of the ILO, pointed out that the plight of youth in Nazi-occupied and in liberated countries presents a dual problem. While many of the children have been exposed to Nazi discipline and indoctrination, others have been taught by resistance forces to use weapons and sabotage. For the safety of themselves and their families, many children have been taught to disregard established standards of truthfulness, honesty, regard for property and even for human life. The new charter may cover re-education, vocational training, employment safeguards, and possible ways of protecting youth through social organization.

In Print

The National Association of Secondary-School Principals, 1201 Sixteenth Street N.W., Washington 6, D.C., publishes "Planning for American Youth," a detailed educational program for the teens, rural and urban, including recreation and community relationships. Price 25 cents.

"What the National Resources Planning Board Said About Youth Programs" has been reproduced by photo-offset, and is available as a 25-page pamphlet from the Children's Bureau, U. S. Department of Labor, Washington 25, D. C.

Race Relations

Fewer lynchings occurred in 1944 than in any year for the past five years, according to a report issued by Tuskegee Institute. While two persons were lynched last year, three suffered a similar fate in 1943, five in 1942, four in 1941, and five in 1940. Both of last year's lynchings took place in the South and had Negroes as their victims. In Mississippi, a sixty-five-year-old minister-farmer was taken from his home by a mob and shot because he hired a lawyer to safeguard his title to a debt-free farm on which there was thought to be oil. In Tennessee, a seventeen-year-old trusty at the State Training School, charged with murdering the wife and daughter of the school's superintendent, was taken from jail by a mob and shot.

Evacuees

There was no rush of Japanese Americans to the West Coast last month, though January 2 was the date set by the army for the lifting of its ban excluding members of this minority group from the Western Defense Command. Indications were that the process of emptying the relocation camps would be slow.

Early in the month, the War Relocation Authority announced its provision for aiding individuals to clear their relocation plans with the authorities and to receive aid in transportation and the return of property. The WRA also announced that although loyal citizens were free to leave at their own volition, those who did so without clearing their plans would not be permitted to return to the centers and would not be eligible for assistance. Aliens are also free to leave the camps, but they must abide by the rules established by the Department of Justice for all enemy aliens. Only those against whom the army has ordered individual exclusion orders are still banned from the Pacific Coast states. Plans are to have all the relocation centers closed within a year.

Controlled Study

A new Commission on Community Interrelations sponsored by the American Jewish Congress has been set up, with headquarters in New York, to make a series of studies of minority problems and to conduct controlled experiments in inter-group relationships. Its coordinator of research is Charles Hendry, formerly research director for the Boy Scouts of America. Harold Levy, until recently of the department of social work interpretation, Russell Sage Foundation, has joined the staff of the new organiaztion as director of public relations.

Honored

The Federal Council of Churches of Christ in America this month presented its Edward L. Bernays Award for outstanding achievement in Negro-white relations—a $1,000 war bond—to Howard Washington Odum of the University of North Carolina. According to the council's announcement, Dr. Odum was chosen from among fifty-five candidates "because of his accomplishments in improving Negro-white relations in the South, and for outstanding public services as an author, professor in southern universities, and leader in organized movements."

The Police and Minorities

Members of the Boston police force took a required course in race relations last month, entitled "The Police and Minority Groups." The course was based on a series of four lectures prepared by Gordon W. Allport, head of the department of psychology at Harvard University. Its object, announced by Thomas S. J. Kavanaugh, deputy superintendent of the force, was to "drive home the idea of being alive to any condition that may result in a clash between different racial groups and to take steps to prevent such occurrences."

"The Police and Minority Groups" is also the title of a report recently issued by the International City Managers Association, prepared by J. E. Weckler of the staff of the American Council on Race Relations and Theo E. Hall, chief of police of Wilmette, Ill. Its observations are based on analyses of action taken by police in thirty cities during recent tense racial situations. It recommends a "positive program" to prevent race riots through improving intergroup relationships and "a clear and positive reaffirmation of police policy guaranteeing equal treatment to all residents of the city regardless of their group affiliations." It

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also suggests the development by local police officers of a brief in-service training course and a tactics manual for dealing with minorities and the establishment of a "race relations unit" to insure the application of a uniform policy in handling interracial incidents." Price 50 cents, less in quantity, from the association, 1313 East 60 Street, Chicago, Ill.

Wendell Willkie Awards

The Richmond *News Leader* recently announced the establishment of annual awards of from $250 to $500 for distinguished writing in the Negro press on any question of general public interest. To be known as the "Wendell L. Willkie awards" they will be granted to "call attention to the achievements of Negro authors and journalists and to the contributions they are making to the question of race relations and national and international problems."

Church Work

"Seeking a Way" is the title of the 1942-1944 biennial report of the American Missionary Association, division of the board of home missions of the Congregational and Christian Churches. The largest part of the association's work and financial support goes toward the promotion of Negro educational opportunities in the South. Of the $940,775 spent by the organization on going projects during the second year of the biennium, $781,926 went to schools and colleges for Negroes, most of the remainder to projects in Puerto Rico and among the Indians of South Dakota. That year, the association also established its race relations division which sent field workers to areas of racial tension to assist communities in dealing with critical situations and to develop programs to prevent crises. From the association, 287 Fourth Avenue, New York 10.

Achievements

Last month, Sydenham Hospital in New York issued its first progress report since the reorganization of its board on an interracial basis a year ago. During the year the institution became "the first Grade A voluntary hospital" to appoint a Negro physician to an executive committee of its medical board. Twenty-two other Negro physicians and specialists were taken on the medical staff. Staff changes brought a new executive director and a new head nurse "who are both capable and thoroughly in sympathy with the policy and program of the hospital." About $125,000 was raised toward the $350,000 sought for alterations to the building and for additional equipment.

The report also points out that since the hospital's adoption of an interracial policy, three other voluntary hospitals in Greater New York have added Negro physicians to their medical staffs, six have added Negro nurses, and several are now considering the acceptance of Negroes for interneships and other staff positions. The people of Harlem, the area in which the hospital is located and which is largely populated by Negroes, produced more financial support for the hospital during the year than for any other single project, including the National War Fund and the American Red Cross.

The National Association for the Advancement of Colored People, however, is one prominent interracial group that does not approve of the Sydenham experiment. In an announcement of its disapproval, issued last November, it listed several objections, among them: the hospital's location in a "segregated area," which tends to segregate its clientele; the danger that all hospital admissions committees will refer Negro applicants to Sydenham; indications that other cities will seize upon the plan "to postpone the meeting of legitimate demands of qualified Negro doctors and nurses for admission to tax-supported and tax-exempted institutions."

Education

The state administration in Pennsylvania has introduced in the legislature three measures designed to improve education in that state, and to help redress educational inequalities. The proposals are unanimously approved by the heads of the 56 independent colleges and universities of Pennsylvania. If enacted, the measures would make a state council of education superior to the state superintendent of public instruction, and responsible for his administration; consolidate the fourteen state teachers colleges into six; and establish a system of state scholarships to further the education of young residents of the state who have the capacity for a college education but not the means to pay for it.

The proposed state council of education would be made up of twelve of the state's leading citizens, with two appointed each year, so that no governor could appoint the whole council during his term of office. The aim is to minimize political influence over the schools, and to secure the active cooperation of leading men and women in shaping educational policies.

The scholarship scheme, which would begin with 1,500 grants, awarded on a competitive basis, with an annual value of about $400 apiece, looks to a total of 6,000 such stipends by the end of four years. Pennsylvania college and university heads estimate that about 50 percent of the state's ablest high school students do not go on to college because of financial problems. These authorities hold that 6,000 scholarships would do much to equalize educational opportunity in Pennsylvania.

The plan for the teachers colleges looks to making the six institutions among the outstanding teacher training centers of the country. The buildings and grounds of the eight discontinued teachers colleges would be used for other public purposes such as vocational schools, institutions for the rehabilitation of returning veterans, and correctional institutions for young delinquents.

Education for Citizenship

An experiment in citizenship education in a group of Detroit public schools has been made possible by a grant of $425,000 from the William Volker Charities Fund, Inc., of Kansas City, Mo. The nucleus of a staff is being assembled, and the program will be inaugurated this month. The plan is for "a study of ways of increasing the interest, competence, and participation of boys and girls in the activities of the good citizen," and thus developing them "eventually into good adult citizens." Stanley E. Dimond, director of the study, which is to be carried on by Wayne University and the Detroit public schools, states:

"At the start, as complete an inventory as possible will be made of the characteristics of the pupils in these schools and of community conditions which seem to bear a direct relationship to the activities of the good citizen. This inventory will be repeated at the end of the five years and follow-up studies will be made for five and ten years thereafter. In these experimental schools the more promising practices in citizenship education that are now developing in this country will receive special attention. It is also assumed . . . that new approaches to citizenship education can be developed."

Compulsory Training

The Association of American Colleges, meeting in Atlantic City last month, by a vote of 210 to 35 approved a resolution objecting to compulsory peacetime military training, and calling upon Congress to postpone action on this issue. The conference action was taken after the 500 educators, representing every section of the country, had heard Gen. George C. Marshall, Army Chief of Staff, speak

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ror an hour "off the record" on the importance of compulsory training.

A poll of 1,300 school superintendents, reported on January 11 by the National Education Association, showed 85 percent of those queried felt that peacetime training of youth in preparation for possible future wars should be more extensive than in prewar years. However, 60 percent felt that the decision on a training program should be postponed until after the war; and nearly half (48 percent) favored a program combining military training, camping, and non-military national service.

A petition sponsored by the American Council on Education, urging that no peacetime compulsory military training law should be enacted under wartime emotional pressure, was presented last month to Representative C. A. Woodrum of Virginia, chairman of the House Select Committee on Postwar Military Policy. The petition called for the creation by Congress of a national commission of citizens to gather facts regarding the need for, and the possible operation of such training. The petition was addressed to President Roosevelt in November, and the President responded that this was a matter to be decided by Congress.

New Tool

A practical aid for the educational readjustment of veterans is the "Guide to the Evaluation of Educational Experiences in the Armed Services," recently issued by the American Council on Education, 744 Jackson Place N.W., Washington 6, D. C. The loose-leaf handbook was compiled under the direction of George P. Tuttle of the University of Illinois, with the cooperation of nineteen regional and national accrediting associations. The first section of 271 pages includes an introductory statement outlining the problem; information about the U. S. Armed Forces Institute, Marine Corps Institute, Coast Guard Institute, and the off-duty program of the navy; evaluation in terms of secondary school and college credit of correspondence courses offered by these agencies; summaries and recommendations in terms of secondary and college credit of 166 service schools and courses in all four branches of the service. Further sections of the handbook are in preparation.

Religious Teaching

A firm ruling on sectarian religious teaching in the public schools has been handed down by the attorney general of Maine. The question was raised in November, when the American Civil Liberties Union protested to Maine's state commissioner of education, Harvey V. Gilson, that the activities of the New England Fellowship constitute a violation of civil liberties. The Fellowship, with headquarters in Boston, employs religious teachers to give instruction in public schools with the cooperation of some rural teachers.

In a reply last month, Mr. Gilson stated: "The attorney general of the state of Maine has rendered a decision to the effect that no sectarian comment or teaching can be given in the public schools of this state. Recently this matter was discussed at a conference attended by the attorney general and representatives of various religious faiths, and a unanimous agreement and understanding were obtained regarding the text of the attorney general's decision. . . . I shall appreciate notification of any further breach of the law regarding religious education in the schools of Maine."

In Print

The findings of various public opinion polls on the question of compulsory military training in peacetime are brought together in Report No. 23 of the National Public Opinion Research Center, University of Denver, Denver, Colo. Price 15 cents.

Most children of migrant farm laborers who are any bigger than tots are pickers as well as their parents, according to "The Joads in New York," report of the Consumers League of New York on its investigations among the migrant farm laborers of New York State. The pamphlet, which is sympathetically illustrated by Bernadine Custer, describes the deplorable conditions under which the members of this necessary part of the state's labor force live and work, and outlines a program for effective improvement. Price 15 cents from the league, 170 Fifth Avenue, New York 10.

Monograph No. 1, published by the Payne Educational Sociology Foundation, Inc., in cooperation with the U. S. Committee on Educational Reconstruction, is "Educational Reconstruction in People's Poland," formulated by the Polish Underground Labor Movement and the Polish Teachers' Underground Convention. Price 25 cents from the committee, 2 West 45 Street, New York 19.

"Which Way Education?" summarizes in brief compass the main contentions of a number of recent books. Price 10 cents from the Department of Research and Education, Federal Council of the Churches of Christ in America, 297 Fourth Avenue, New York 10.

Manpower

More than 24,000,000 workers were involved in the 362,000 cases the War Labor Board has closed since its establishment, January 12, 1942, according to a report issued on its third anniversary last month. The report stated that the thousands of WLB orders had "almost universal compliance." The final step—government seizure and operation of plants "to prevent interference with the war effort"—was deemed necessary in only twenty-five instances. Most of the task of the WLB has been the handling of wage adjustment cases. There have been nearly 350,000 of these. The board and its regional subsidiaries have handled 61 percent of all voluntary requests for wage adjustments in less than a month, and 86 percent of the cases in less than two months. The report stated that the average direct wage increase granted by the board to date in voluntary cases was 6.3 cents an hour; in dispute cases, 5.3 cents.

Election Returns

In the nationwide election to select a collective bargaining agent for Western Union employes, under the National Labor Relations Act, the three American Federation of Labor organizations won in virtually every area except New York City. The three AFL unions, the Commercial Telegraphers' Union, International Brotherhood of Electrical Workers, and the Federal Labor Union, had previously made a jurisdictional agreement, and they will be designated as collective bargaining agents on that basis. The American Communications Association, affiliated with the CIO, won only in metropolitan New York. The election was the outgrowth of the merger between Western Union and Postal Telegraph, and involved in it were sharp issues of union power, influence, and membership

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strength. (See "Labor Problem with a Future," by Diana Lewars, in *Survey Graphic,* January, page 19.)

Labor Cases

The Texas law, enacted in 1943, requiring labor organizers to secure state registration cards before soliciting members was declared unconstitutional by the Supreme Court of the United States last month. The five-to-four decision reversed the conviction of R. J. Thomas, president of the United Automobile Workers (CIO), who was charged with contempt of court when he went to Pelly, Tex., to test the law by speaking at a labor rally of oilfield workers without obtaining a registration card. The majority opinion, written by Justice Rutledge, held that a "requirement that one must register before he undertakes to make a public speech to enlist support for a lawful movement is incompatible with the requirements of the first amendment." The opinion pointed out, however, that while a speaker might freely solicit union members, should he try to raise funds "he enters a realm where a reasonable registration of identification requirement may be imposed."

Under a unanimous decision of the California State Supreme Court, in a suit brought by a group of Negro boilermakers against the AFL Boilermakers Union and the Marinship Corporation, Negroes must be admitted to full and equal membership in any union that maintains a closed shop. The decision upheld the Superior Court in San Francisco which last February enjoined the union and the corporation from discriminating against Negroes.

Placement of Veterans

The War Manpower Commission announces that a representative of the U. S. Employment Service will be located in each of the seventeen army separation centers, to encourage discharged veterans to accept jobs in critical war production. The arrangement will affect veterans who are not returning to jobs to which they have reemployment rights. When a veteran expresses willingness to accept an urgent war job, a referral card will be sent to his local office. If he is interested in a particular plant, the name of that plant will be entered on the card. In addition to recruiting for war production, USES representatives will be trained in vocational counseling.

In Print

"The Readjustment of Manpower in Industry During the Transition from War to Peace," by Helen Baker, is an analysis of programs and policies, bringing together information from more than 200 industrial, trade union, and government executives. Department of Economics and Social Institutions, Princeton University, Princeton, N. J. Price $1.25. . . . The Tennessee State Board for Vocational Education, 202 War Memorial Bldg., Nashville 3, Tenn., publishes "More Efficient Use of Women in Industry," a composite report of five training conferences for management and women representatives in that state. . . . The reports of committees and resolutions adopted at the Eleventh National Conference on Labor Legislation, held in Washington in December, are available as *Bulletin No. 72* from V. A. Zimmer, director, Division of Labor Standards, U. S. Department of Labor, Washington 25.

Community Affairs

The Office of Civilian Defense, in "The Community Council, A Natural Outgrowth of the Defense Council" (OCD publication 4228) published last month, summarizes the principles of community organization that have emerged from its war experiences. Pointing out that "the war job is not finished," and that "postwar jobs are also here," ten major points are offered as a guide to continuing war and postwar councils.

1. The community council should be a part of local government.
2. By-laws may be needed to supplement the ordinance.
3. Economic, physical, and social planning are interdependent.
4. Committees should include public and private agency representatives, people with technical knowledge, individuals who command community support, representatives of groups concerned.
5. Committee chairmen should not have special interest in the program of a particular agency.
6. The council itself should be representative of its committee's major agencies and important community groups.
7. Neither council nor committees should operate programs.
8. Councils may operate common services.
9. Councils should not duplicate established planning bodies.
10. The effectiveness of the council is largely dependent upon the skill of the executive staff.

Commenting on the changing situation in community organization brought about by OCD uncertainties, the newsletter of the Bethlehem Community Center in Chicago points out that "now is the time to plan for the future." While some believe that the OCD should continue, others hold that "a new grass roots movement, starting from the people and working and organizing from the local neighborhood up, should take its place." The newsletter continues: "In between are those who believe that the values in the OCD organization should be conserved, but that a new, unofficial overhead community organization should be formed to further local community organization. . . Out of a movement born in a period of destruction there will emerge ideas and patterns for action which will prove to be among the major constructive influences in the postwar period."

CC and C Plans

Announced plans for 1945 by Community Chests and Councils, Inc., include a national program of education in the schools, to be sponsored and financed by *Parents' Magazine* and the Book of the Month Club. Other projects are: a special study of the whole question of fee charging by private welfare and health agencies; completion of a study of public agency participation in councils of social agencies; stepping up plans for the recruitment of professional workers, and for the more effective use of volunteers; working in cooperation with the special services division of the National War Fund to increase corporate giving and the adoption of payroll deduction policies by national corporations. Guy Thompson, formerly executive of the Tacoma Community War Chest, will be in charge of a newly established Pacific Coast regional office.

Council Reorganization

From San Diego comes announcement of a reorganization of the local Community Chest and Council of Social Agencies with the purpose of strengthening the social planning program to meet postwar needs. The council will now have an independent board of directors. Fred W. Morrison, executive director of both the chest and council for the past eight years, will devote full time to the council program. Joseph Andriola, formerly with the Community Service Society of New York, becomes assistant secretary. There will also be a research assistant. Leonard V. Griffith, formerly assistant secretary of the chest, is the new chest executive.

Voice of the People

Seattle is launching a small scale local "Gallup Poll" to measure the opinion of its citizens on matters of broad civic interest. The poll, which will be conducted by students of the psychology department of the University of Washington, will ask such questions as: Should we spend money for a new city hall? What about revising the city charter?

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What type of postwar projects should Seattle plan? Are citizens satisfied with the present service they are getting from the city government? A similar program begun last year in Kansas City, Mo., with professional interviewers from the University of Denver, has been suspended for the duration of the war.

Old and Young

A new boarding home service for aged people, and for sixteen to twenty-one year old boys and girls, has been set up by the Community Service Society of New York. A "serious gap" in service to these two groups now exists, according to Stanley P. Davies, general director of the society, who in announcing the program pointed out that "while shelters and institutions offer a real and necessary service, they often cannot furnish the answers to an individual's particular need."

Security

That Congress broaden and strengthen the security programs to safeguard millions of American men, women, and children against postwar dislocations and need is the recommendation of the Social Security Board, put forward in its ninth annual report submitted last month. The board asks that both unemployment compensation and old age and survivors insurance be extended to some additional 20,000,000 workers and self-employed persons, including employes in small firms, farm and domestic workers, maritime workers, public employes, employes of non-profit organizations. It urges that maximum weekly unemployment benefits be increased to cover, in general, one half the normal weekly wage, with a maximum of $25, and that duration of twenty-six weeks be made uniform thoughout the country. Looking ahead to a severe test of unemployment compensation in the postwar period, the board pointed out that while benefits cannot remedy a major depression, they can help prevent one. In the board's view, coverage is too limited, and the benefit period too brief to safeguard purchasing power.

The board underscored its recommendation that Congress establish a system of disability and sickness insurance at this time, with provisions in the scheme protecting the patient's freedom to select his own physician.

The board also recommended revision of old age and survivors insurance formulas to give higher benefits to low paid workers; revision of the formula for computing the average monthly wage; reduction of the eligibility age for women from sixty-five to sixty; elimination of required school attendance for children sixteen and seventeen years of age.

Benefits vs. School

Educational and child welfare agencies are concerned over the possible effect of unemployment compensation benefits on the postwar schooling of millions of young people who interrupted their education to take war jobs. It is expected that many such young people will find it difficult to obtain postwar jobs, that many will need and want further schooling or vocational training. Many, however, will be eligible for unemployment compensation benefits, and in most states persons regularly attending school are not eligible for benefits because availability for work is a prerequisite for drawing payments. It is feared, therefore, that young people who might otherwise resume their schooling or take vocational training may be deterred from doing so because it would mean the loss of their benefits. To solve this problem, the National Child Labor Committee in its recent annual report suggested that "federal funds, administered through state unemployment compensation agencies, be made available for educational grants to young people otherwise eligible for unemployment insurance, who enroll in educational institutions. The amounts and duration of the grants should be equivalent to what they would receive under unemployment insurance if they did not enroll in school."

California Program

Governor Earl Warren of California has sent to the state legislature a 12-point program of social legislation, which includes the strengthening and extension of the state's scheme of social security. Governor Warren's recommendations include: establishment of compulsory health insurance; extension of the duration of unemployment compensation benefits from 23½ weeks as at present to 26 weeks; continuation of the $50 a month old age assistance payment, which the last legislature increased from $40 for a two-year period; reestablishment of a state unemployment relief administration, to be ready for any future emergency. Governor Warren stated that all he urges can be done "on the existing tax levels."

SBLI in Connecticut

The Savings Bank Life Insurance Fund of Connecticut reports that at the end of its third year of operation the state's SBLI system has over $4,000,000 of insurance in force. Insurance placed in force in 1944 showed an increase of 77 percent over 1943. During the past year, the system extended the scope of its service by offering group life coverage with rates lower than those offered by private companies and, in addition, lowered the age of eligibility for children to one month.

In Print

A discussion and study outline on social security, by Eveline M. Burns, is published by the National Planning Association, 800 Twenty-first Street, N.W., Washington 6. Price 15 cents.

Children

"The child is the heart of the American family," said Mrs. Franklin D. Roosevelt last month at a luncheon forum on the "Future of the American Family," sponsored by nine national organizations and held in New York in connection with the annual conference of the Planned Parenthood Federation of America. Mrs. Roosevelt pointed out, however, that children today have much less chance of getting close to their families than did children of eras of a lesser tempo—"there is always something pulling at the child today." She predicted that the strains will be even greater in the postwar period, and maintained that patience and understanding must be the first qualifications of those who would help families win back unity.

Other speakers on the program, presided over by Lyman Bryson of Teachers College, Columbia University, were Luther Woodward, field representative of the National Committee for Mental Hygiene, and Mark A. McCloskey, director of war services, Federal Security Agency. Mr. Woodward named some of the specific problems families will face when they are reunited after years of wartime separation. He set up a guide for welcoming home returned servicemen, including such points as: Welcome him warmly, but don't call a family reunion. Listen, but don't pry. Sympathize, but don't magnify his disability. Expect him to be different. Allow him time to get acquainted. Get professional help if it is needed.

Civilians, Mr. Woodward warned, will have to learn to "take a back seat" and share leadership with returned servicemen. The social issues to be met are: economic security; housing; education at all levels; pre-marital education; health care; opportunity to develop and maintain healthy minds.

Mr. McCloskey spoke of "combined operations" as being the very essence of democracy and of a democratic family life. Now here, he said, is there more need and scope for combined operations than

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Hessler

To Write on Children

After more than thirty years of activity in public and private child welfare agencies, Emma O. Lundberg last month retired from the staff of the U. S. Children's Bureau to devote full time to writing in the child welfare field.

Miss Lundberg first went to the Children's Bureau in 1914 to organize its social service division. She remained as the division's director until 1925, when she left to become director of surveys and studies for the Child Welfare League of America. Ten years later she returned to the bureau to assist in the preparations for the administration of the child welfare services provided for under the Social Security Act. She was assistant director of the bureau's child welfare division until 1942, when she was made consultant in social services for children in the office of the chief, Katharine F. Lenroot.

Social workers who are already familiar with Miss Lundberg's articles in *The Child* and in other social work publications, among them *Survey Midmonthly*, will be looking forward to her new writings for, as her former chief has said: "Her contribution to the field of child welfare in the United States is unique because of her sensitive understanding of the needs of children, the breadth of her experience, and the originality of her thought."

in the provision of welfare services for those who need them.

Besides the Planned Parenthood Federation, sponsors of the luncheon were the American Education Fellowship, Child Study Association of America, Survey Associates, National Child Labor Committee, National Committee on Housing, National Committee for Mental Hygiene, National Council of Negro Women, and the National Council for Parent Education.

Information Service

More than thirty national organizations concerned with child welfare have joined together to set up a Child Welfare Information Service in Washington, D. C., to gather and disseminate information on federal legislation affecting the health, education, employment and general welfare of children and young people. The service is issuing frequent bulletins, on a subscription basis, that summarize all bills affecting children as they are introduced into Congress and analyze important changes in administrative policies. It does not take any position for or against the bills digested.

President of the organization is Mrs. Eugene Meyer of the *Washington Post*. Bernard Locker is its executive secretary. Other officers are: *vice presidents,* John Dewey, professor *emeritus* of Columbia University; Dorothy Canfield Fisher, author; Homer Folks, of the New York State Charities Aid Association; Leonard Mayo, of the School of Applied Social Sciences, Western Reserve University; C.-E. A. Winslow of the Yale University School of Medicine; *secretary,* Gertrude Folks Zimand, general secretary of the National Child Labor Committee; *vice-president and treasurer,* George J. Hecht of *Parents Magazine*.

Infant Care

Reaffirming its policy that group care is not satisfactory for infants, the U. S. Children's Bureau has recently made several recommendations to child caring agencies in regard to children under two. It urges that: decisions as to the care of such children be made in the light of the child's needs; effort be made to preserve for the child his right to have care from his mother; advisory and counseling service be made available; foster family day care be developed for children under two or three who must be separated from their parents for part of the day; the age of admission to group care be fixed at 2½ to 3; public information be developed on the needs of young children so that mothers may be better informed as to their importance to their children. The bureau maintains that group care for infants results in "slower mental development, social ineptness, weakened initiative, and damage to the child's future capacity to form satisfactory relationships."

In line with this policy, the bureau recently helped set up a foster family day-care program for "under twos" in the city of San Diego where wives of servicemen had found that they had to go to work in order to be eligible to live in war housing projects. Ninety-two placements were made within one month, all within one to three blocks of the mother's home.

Schools and Nurseries

Public schools on both coasts are going in for programs for the care of preschool children, according to recent reports in *The New York Times*.

In San Francisco, the educational authorities have set up a training center for parents, with nursery-age children as the testing material. Mothers observe the children at play, taking notes on their actions, which are later explained by the director in terms of the child's growth and development. Educators and social workers are watching the experiment closely in an effort to determine its effects on family life in the community. The project is under the jurisdiction of the San Francisco continuation schools.

In New York City, public schools will soon be opened for the first time to preschool age children of working mothers. First such nursery was authorized in late December in a vacant annex of the Newtown High School. Indications are that similar projects will soon be set up in at least three other schools in neighborhoods where such facilities are badly needed. The move to open the schools to young children came after a survey made by the Mayor's Committee on the Wartime Care of Children indicated an urgent need for additional space for day nurseries.

"War Prosperity"

A study of the backgrounds of the eighty-one children enrolled in the Pilsen War Nursery in Chicago has indicated that "war prosperity is for many working people not frills and waste, but simply minimum shelter and food," according to Clifford Manshardt, director of the Bethlehem Community Center in last month's issue of the center's newsletter, *Out of Bethlehem*. The study reveals that the majority of children in the nursery come from families with at least three or four children. They live in four-room apartments with a median rental of $13.75 per month—the Chicago Welfare Administration lists $25 as the essential rental for a four person family. The wages of the children's fathers range from $120 to $148 per month—general relief for a four person family in Chicago is $112.10 and does not include transportation, household equipment, medical and dental care nor insurance premiums. The

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working mothers, who in many instances are the sole support of the family, are averaging $85 per month. (See—"Where All That Money Goes"—page 35.)

In Print

Law and Contemporary Problems, a quarterly published by the Duke University School of Law, devoted a recent issue to "Children of Divorced Parents." The volume considers not only the legal aspects of custody and maintenance but also the social and psychiatric effects of divorce on children. Among other authors are: John S. Bradway, director of the Legal Aid Clinic, Duke University; Dr. James S. Plant, director of the Essex County Juvenile Clinic, Newark, N. J.; Major General Jay L. Benedict, president of the War Department Dependency Board. Price $1 from the university, Durham, N. C.

Announcement

SOCIAL WORK YEAR BOOK

— 1945 —

Edited by **Russell H. Kurtz**

★ ★ ★

THE NEW VOLUME, expected about March 1, records social work's changing program in the emergency setting of all-out war. It continues the plan of previous volumes, reporting the current status of organized activities in social work and related fields, and includes selected bibliographies and an extensive directory section.

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People and Things

Two organizations concerned with the promotion of international cooperation recently moved toward the acquisition of buildings to memorialize men who sought unceasingly to convince America of its responsibility for participating in plans for world security. Late in December, the Woodrow Wilson Foundation announced the establishment of permanent headquarters at 45 East 65 Street, New York, to be known as Woodrow Wilson House. The building will provide the foundation with enlarged facilities for its expanding library and with meeting rooms for groups concerned with international affairs, and will be ready for occupancy in May.

Last month, Freedom House in New York opened temporary headquarters for its drive to raise funds for a Wendell Willkie memorial building. Plans are to make the memorial the headquarters of a few organizations devoted to "the advancement of those purposes which were especially close to Mr. Willkie's heart." The size of the building acquired and the number of organizations it will house will depend upon the sums raised, according to Charles Evans Hughes, Jr., president of the fund-raising committee. It is the committee's hope that the structure may be dedicated by October 8, 1945, the first anniversary of Mr. Willkie's death.

Changes

Again answering the call of public service, William Haber has once more obtained leave from the University of Michigan, where he is professor of economics, to go to Washington to serve as adviser on manpower to James F. Byrnes, director of War Mobilization and Reconversion. In the early days of the war, Mr. Haber was with the War Manpower Commission, in charge of program and policy development.

Aubrey Williams, former head of the now defunct National Youth Administration and onetime deputy WPA administrator, last month was nominated by the President as head of the Rural Electrification Administration to fill the vacancy created two months previously by the resignation of Harry Slattery.

Bryn J. Hovde, until recently administrator of the Pittsburgh Housing Authority, is now chief of the division of cultural relations, Department of State.

Virgil Martin, for the past year associate director of the New York War Fund, last month was made its executive director to succeed Percival Dodge, who recently resigned.

The Community Welfare Council in San Antonio, Tex., has secured Laura Waggoner to be its associate secretary. Mrs. Waggoner, onetime director of social service for the New Mexico State Department of Public Welfare, went to San Antonio in 1941 to become director of the USO-Travelers Aid Service and has served in that capacity until assuming her new position last month.

Fellowship

Another fellowship of $1,000 for graduate work in public welfare is being offered by the national Delta Gamma fraternity for the year 1945-46 in honor of the late Grace Abbott, who was a member of Delta Gamma while a student at the University of Nebraska. Application is open to any woman graduate of an accredited American college or university who has been employed in the public welfare field and who plans to return to public service. The scholarship may be used at any accredited school of social work. Inquire of Mrs. Florence H. Blanchard, 2573 Van Dorn Street, Lincoln, Nebr., before April 1.

Deaths

META C. MEISNER, in Chicago, late in December. Since 1929, Miss Meisner had been headworker at Henry Booth House, a social settlement, and previously was its girls' worker. She was well known for her distinguished work in intercultural relations through the staging of pageants and festivals depicting the customs of Chicago's various nationality groups. She was a member of the consumer interest committee of the National Federation of Settlements and of the Chicago Consumer Council.

BIRD STEIN GANS, in Tuckahoe, N. Y., late in December, at the age of seventy-six. Mrs. Gans was one of the founders of the Child Study Association of America, which she led as president for forty-one years. She retired from office in 1938, but retained an active interest in the association, pioneer organization in the field of parent education.

ALFRED BETTMAN, late last month at the age of seventy-one, while en route from New York to Cincinnati. Prominent Cincinnati attorney and chairman of the Cincinnati Planning Commission, Mr. Bettman was a nationally known authority on regional and city planning. During the Hoover administration, he was a member of the Advisory Commission on City Planning of the President's conference on home building and ownership. In 1933, he served as legal adviser to President Roosevelt's commission to develop the Tennessee River Valley, out of which grew the Tennessee Valley Authority. One of his last public appearances was before a Senate subcommittee in early January as a representative of the American Institute of Planners.

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YOUNG MAN, college graduate, trained and experienced social worker, desires administrative position. 8098 Survey.

SOCIAL WORKER, young man, ten years' experience welfare work, well equipped education and experience handling people; public speaker. Now employed large national organization, wishes new opportunity, New York or vicinity preferred. 8097 Survey.

DIRECTOR OF MEDICAL SOCIAL SERVICE DEPARTMENT, fifteen years' experience, desires challenging opportunity in hospital or teaching field. 8092 Survey.

TRAINED, EXPERIENCED WORKER in boys' work field available in near future—capable, adaptable. Northeast. 8086 Survey.

EXPERIENCED WOMAN GARDENER Degree Horticulture, Fruit, Flowers, Vegetables, Greenhouses, Poultry, able run truck garden, instructing, course Rehabilitation, Columbia, wants interesting all year round position, excellent references. 8089 Survey.

MAN, 35, master's degree, 13 years' experience in case work and administration seeks executive position—juvenile court, institution or social agency. Approximate salary $4000. 8101 Survey.

MATURE WOMAN, skilled in case work treatment, background supervision and executive work (psychiatric), seeks right job—probably new venture—with strong board. Perhaps specialized case load and some supervision. With jobs plentiful, will look to pleasing climate. East of Mississippi preferred. 8102 Survey.

WOMAN of training and experience, desires permanent position as Superintendent of Institution. College or seacoast town preferred. Minimum salary $225 month. 8104 Survey.

WANTED: Position in welfare institution or agency by experienced woman executive with Master's Degree in Personnel and Social Sciences. Seventeen years experience with group work agency in large city. 8103 Survey.

WORKERS WANTED

FULL TIME Boys Athletic Director to replace present part time worker for Community Center, Poughkeepsie, New York. Write Rockwood Jenkins, Executive Director, Lincoln Center.

WANTED: A couple for resident position—Boys Dormitory. Must be able to supervise school work, recreational activities, direct the conduct of the boys. There are housekeeping duties entailed. For full details write to Superintendent, Friendship House, 2000 Adams Avenue, Scranton 9, Pa.

WORKERS WANTED

MATRON—at Children's Convalescent Hospital at seaside; Protestant, female, not over 45 years of age. Supervision of Institution and help. Full maintenance provided. State salary expected. 8100 Survey.

FAMILY SERVICE BUREAU, Miami, Florida, needs trained case worker with sound social psychiatric orientation to work particularly with returning veterans. Write Director. 8091 Survey.

WANTED: Catholic Charities or Child Welfare Worker. Must have graduate training. Apply Catholic Charities, 418 N. 25th Street, Omaha 2 Nebraska.

WANTED: MEN CAMP LEADERS—TEACHERS, as Counselors in a co-educational so-called "progressive" camp. Single or married, with or without children, if one and all are capable of, and interested in, sharing the responsibilities for the continued development of a sound guidance program in a truly cooperative, democratic camp community, for the summer of 1945. 8056 Survey.

HEAD CASE WORK SUPERVISOR, man or woman, professionally trained and experienced, in large New England Family Agency serving Armed Forces and Veterans. Salary commensurate with experience and ability. Give full details. 8094 Survey.

WANTED: MEDICAL SOCIAL WORK AGENCY, St. Louis, high standards, interested in psychosomatic developments, needs a qualified case work supervisor and three case workers 8096 Survey.

SPECIAL WORKER—in Jewish multiple service case work agency to carry selected case load and assume special responsibilities involving community organization and interpretation. Salary range $2400 to $3500. 7986 Survey.

CASE CONSULTANT in Jewish Case Work Agency rendering family and child placement services. Responsible for program of staff development and some administrative duties. Professionally trained and experienced person desired Salary range $3600 to $4500. 8090 Survey.

GROUP WORKER—Director of Community Activities with Jewish Community Council in intermediate Midwestern community. Excellent opportunity for community organization. Salary range $2700-$3200. 8087 Survey.

TWO CASE WORKERS for child and family work in rapidly expanding Lutheran agency in Eastern city. Requirements: Master's Degree or one year training plus experience. Salary range: $1800 $2400. 8083 Survey.

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OPPORTUNITIES AVAILABLE

WANTED—(a) Medical social worker; new program for cardiac cases; preferably someone who has completed year of recognized graduate study in social work with two years' experience in medical program: $3240. (b) Psychiatric social worker; rehabilitation clinic for World War II veterans; Pacific Coast. (c) Medical social worker to take entire charge of department in hospital of medium size; duties consist of complete charge of admission of welfare patients and making necessary arrangements with the various welfare organizations; must be capable executive; college town, East; salary flexible but not less than $200 including meals. (d) Social worker; teaching hospital of 600 beds; duties confined largely to psychiatric and pediatric cases. SG2-1. Burneice Larson, Director, The Medical Bureau, Palmolive Building, Chicago, Illinois.

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Directory of Social Organizations (cont.)

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NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado, Samuel Schaefer, Executive Secretary, Chas. J. Kaufman, M.D., Medical Director. Free, nonsectarian for needy tuberculous adults and children (Kosher dietary). Maintains children's preventorium. Medical, educational, vocational, occupational, psychological, psychiatric and social services. Esther Cohen, director of Social Service and Vocational Therapy. Applications, New York area: 19 West 44th St., Philip Houtz, director; Philadelphia area: 1103 Widener Building, Harold Greenspun, director; Chicago area: 30 North La Salle St. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, The Rev. Cornelius P. Trowbridge; Associate Medical Director, Eva F. Dodge, M.D.

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BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U. S. A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins, "The Crippled Child" magazine, bimonthly, $1 a year.

THE SAVE THE CHILDREN FEDERATION, INC., 1 Madison Avenue, New York, founded in 1932 for relief, guidance, and welfare of underprivileged children in neglected areas in this and other countries on non-sectarian and non-racial principles. Organization is working in the United States through local County and Community Committees, and rural social welfare workers, and overseas through affiliations with well established welfare groups. Invites interest and cooperation. Literature on request.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (in. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. M. C. Migel, President; Robert B. Irwin, Executive Director.

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Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormack, Exec. Dir.

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Dr. Ellen C. Potter, President, Trenton, New Jersey; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

National Red Cross

THE AMERICAN RED CROSS—Administered through National Headquarters in Washington, D. C., and five Area offices in San Francisco, St. Louis, Atlanta, New York City, and Alexandria, Va. There are 3756 local Chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief and Civilian War Aid, First Aid, Water Safety and Accident Prevention, Junior Red Cross, Medical and Health Service, Nursing Service, Services to the Armed Forces, Volunteer Special Services, Blood Donor Service, Nutrition Service, and War Relief Production Service.

Public Administration

AMERICAN SOCIETY FOR PUBLIC ADMINISTRATION, 1313 East 60th Street, Chicago 37A, Illinois. A national organization to advance the science of public administration. All members receive official quarterly journal, *Public Administration Review*, which presents articles on current administrative practices. Discussion groups for members in metropolitan areas. Membership $5.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, Miss Helen White, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32 Street, New York 16, N. Y. Frank L. Weil, President; Max Wilner, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

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